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Canada. Reconstruction and Re-establishment  
DEPT. OF POLITICAL SCIENCE  
UNIVERSITY OF TORONTO  
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1944

SESSION 1944  
HOUSE OF COMMONS

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(14)

(SPECIAL COMMITTEE

ON

# RECONSTRUCTION AND RE-ESTABLISHMENT

MINUTES OF PROCEEDINGS AND EVIDENCE 18 report

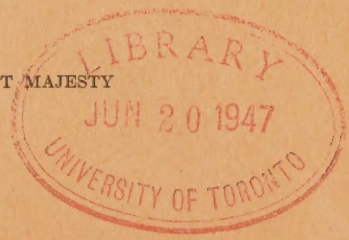
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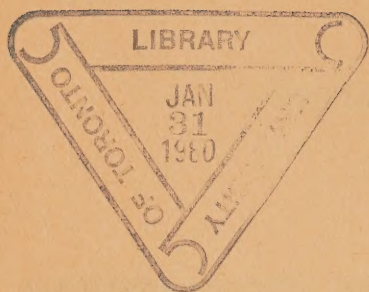
WEDNESDAY, FEBRUARY 9, 1944  
WEDNESDAY, FEBRUARY 23, 1944

## WITNESSES:

Hon. Ian Mackenzie, Minister of Pensions and National Health.  
Dr. G. M. Weir, Director of Training, Rehabilitation Branch, Department of Pensions and National Health.

OTTAWA  
EDMOND CLOUTIER  
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY  
1944







ORDER OF REFERENCE

FRIDAY, February 4, 1944.

*Resolved*,—That a Select Committee of the House be appointed to study and report upon the general problems of reconstruction and re-establishment which may arise at the termination of the present war, and all questions pertaining thereto; with power to such select Committee to appoint, from among the members of the Committee, such sub-committees as may be deemed advisable or necessary; to deal with specific phases of the problems aforementioned, with power to said select Committee and to such subcommittees as may be formed therefrom, to call for persons, papers and records, to examine witnesses under oath; and for such select Committee to report from time to time to the House; and that the said Committee shall consist of the following members: Messrs. Authier, Bence, Bertrand (*Prescott*), Black (*Cumberland*), Brunelle, Castlede, Dupuis, Eudes, Ferron, Fraser (*Northumberland, Ont.*), Gillis, Gray, Harris (*Danforth*), Hill, Jean, MacKenzie (*Neepawa*), Mackenzie (*Vancouver Centre*), MacNicol, McDonald (*Pontiac*), McKinnon (*Kenora-Rainy River*), McNiven, Marshall, Martin, Matthews, Mitchell, Neilson (*Mrs.*), Poirier, Purdy, Quelch, Ross (*Calgary East*), Ross (*Middlesex East*), Sanderson, Turgeon, Tustin, White, and that the provisions of Standing Order 65 limiting the number of members on special committees, be suspended in relation thereto.

Attest.

ARTHUR BEAUCHESNE,  
*Clerk of the House.*

MONDAY, February 14, 1944.

*Ordered*,—That the said Committee be granted leave to print from day to day 1,500 copies in English and 400 copies in French of its minutes of proceedings and evidence, and such other documents as it may authorize.

*Ordered*,—That Standing Order 64 be suspended in relation thereto.

*Ordered*,—That ten members shall constitute a quorum of the said Committee.

*Ordered*,—That the said Committee be granted leave to sit while the House is sitting.

Attest.

ARTHUR BEAUCHESNE,  
*Clerk of the House.*

## REPORT TO THE HOUSE

FEBRUARY 10, 1944.

The Special Committee on Reconstruction and Re-establishment begs leave to present the following as a

## FIRST REPORT

Your committee recommends:—

1. That it be granted leave to print from day to day 1,500 copies in English and 400 copies in French of its minutes of proceedings and evidence, and such other documents as it may authorize.
2. That on account of the demand evinced for copies of the Fourth Report of the 1943 Special Committee of the House, presented on January 26, 1944, an additional 500 copies in English of the said Fourth Report be printed.
3. That Standing Order 64 be suspended in relation to the above.
4. That ten members shall constitute a quorum.
5. That your committee be granted leave to sit while the House is sitting.

All of which is respectfully submitted.

J. G. TURGEON,  
*Chairman.*

*(Above Report, with the exception of paragraph 2 thereof, was concurred in on February 14, 1944)*



## MINUTES OF PROCEEDINGS

WEDNESDAY, February 9, 1944.

The Special Committee on Reconstruction and Re-establishment met this day at 11.00 o'clock, a.m.

The following members were present:—Messrs. Bence, Bertrand (*Prescott*), Black (*Cumberland*), Castleden, Eudes, Ferron, Gillis, Hill, Jean, MacNicol, McDonald (*Pontiac*), Marshall, Matthews, Nielson (*Mrs.*), Purdy, Quelch, Ross (*Calgary East*), Ross (*Middlesex East*), Sanderson, Turgeon, Tustin and White.—22.

On motion of Mr. Sanderson, Mr. J. G. Turgeon was unanimously elected Chairman. Mr. Turgeon took the Chair and expressed his appreciation of the honour conferred on him.

On motion of Mr. MacNicol, Mr. McNiven was elected Vice-Chairman.

Mr. Castleden moved, "That the Committee ask leave to print from day to day 1,500 copies in English and 400 copies in French of its minutes of proceedings and evidence, and such other documents as it may authorize; also 500 copies in English of the final report of the Committee in 1943, which was presented to the House on January 26, 1944; and that Standing Order 64 be suspended in relation thereto."

Motion adopted.

Mr. Bertrand (*Prescott*), moved, "That the Committee recommend that its quorum be reduced to ten members."

Motion adopted.

Mr. MacNicol moved, "That the Committee ask leave to sit while the House is sitting."

Motion adopted.

On motion of Mr. Matthews the Chairman was authorized to appoint a sub-committee on Agenda.

The hearing of evidence from the following was discussed:—

The Provincial Governments, of British Columbia, Saskatchewan, Ontario and Quebec;

The Economic Advisory Board;

The Toronto Transportation Commission;

Bus, Railway and Air Transport;

Canadian Teachers' Federation; and

The Commercial Travellers Association.

On motion of Mr. MacNicol the Committee adjourned at 11.30 a.m. to meet again at the call of the Chair.

WEDNESDAY, February 23, 1944.

The Special Committee on Reconstruction and Re-establishment met this day at 11.00 o'clock, a.m. Mr. J. G. Turgeon, the Chairman, presided.

The following members were present:—Messrs. Bertrand (*Prescott*), Black (*Cumberland*), Brunelle, Castleden, Dupuis, Eudes, Ferron, Fraser (*Northumberland*), Harris (*Danforth*), Hill, MacKenzie (*Neepawa*), Mackenzie (*Vancouver Centre*), MacNicol, McNiven, Marshall, Nielsen (*Mrs.*), Poirier, Purdy, Quelch, Ross (*Calgary East*), Ross (*Middlesex East*), Sanderson, Turgeon, Tustin and White.—25.

At the request of the Chairman the Minister of Pensions and National Health, Hon. Ian Mackenzie, addressed the Committee on Re-establishment.

Dr. G. M. Weir, Director of Training, Rehabilitation Branch, Department of Pensions and National Health, was called and examined. He filed an interim report, "Survey of Rehabilitation".

The witness retired.

The Chairman thanked Hon. Mr. Mackenzie and Dr. Weir for the comprehensive and enlightening evidence they presented.

The Chairman stated that on March 14th next the Committee would hear representations from the Canadian Teachers Federation, and that he had requested them to send copies of their brief which would be distributed to the members of the Committee as soon as received.

The Committee adjourned at 12.45 p.m. to meet again at the call of the Chair.

J. P. DOYLE,

*Clerk of the Committee.*

## MINUTES OF EVIDENCE

HOUSE OF COMMONS,

February 23, 1944.

The Special Committee on Reconstruction and Re-establishment met this day at 11 o'clock a.m. The Chairman, Mr. Turgeon, presided.

The CHAIRMAN: We are very fortunate that at the first meeting of the session we have with us the honourable the Minister of Pensions and National Health, who has been very helpful to us previously. We also have a distinguished guest in the person of Dr. G. M. Weir, Director of Training in the Rehabilitation Branch of the Department of Pensions and National Health. As many of you know, Dr. Weir was Minister of Education and in charge of other departments of government in the province of British Columbia for some years.

I shall now ask Hon. Mr. Mackenzie if he will make his introductory statement; then we shall hear from Dr. Weir.

Hon. Mr. MACKENZIE: Mr. Chairman and gentlemen, I am very glad indeed to have the pleasure of opening the discussion in this committee at another session of parliament. This is not only the parliamentary committee on reconstruction, but it is also the parliamentary committee on re-establishment. I therefore have pleasure in presenting this morning, for the information of the committee, an interim report on the "Rehabilitation Survey" which Dr. G. M. Weir, Director of Training in the Department of Pensions and National Health, has conducted for the past year. Dr. Weir is beside me here, and he will make a supplementary statement after I have finished. My statement is very brief, and he will be glad to answer such questions as any honourable members of the committee may choose to ask after he has concluded his statement.

The survey is an effort, by such means as are available, to assess future possibilities with regard to the opportunities that may be available for members of the armed forces to find useful and attractive careers for themselves in Canada in the post-war period.

Primary attention is given to the subject of training, because training is the keynote of the government's rehabilitation policy.

The essence of the task of rehabilitation may be summed up in a simple phrase: "Jobs for the fit—and fitting the unfit for jobs."

And in this connection, as is already established by our existing legislation, the word "unfit" is not confined to the sense of physical unfitness. It includes unfitness for the type of employment calculated to make the most fruitful use of the inherent capacities to the individual. That is why our vocational training program, restricted very largely after the last war to those with physical disabilities, has been expanded to include all those who have the capacity to absorb training for a more skilled and more remunerative class of employment.

Dr. Weir has endeavoured to ascertain through the most competent sources of advice available:—

1. What training facilities we have in this country.
2. What latent capacity for expansion they have to meet the extra demand which will be created by the government's training policy in the post-war period.
3. What numbers of men and women of the armed forces may be expected to require training.
4. The opportunities that exist in the various professions and callings for careers and for training for such careers.



In obtaining the answers to these questions, Dr. Weir consulted more than 50,000 people in various ways. Questionnaires to selected groups were submitted, and there were thousands of personal interviews. Estimating the future cannot Mr. Chairman be accurate or precise. The conclusions and opinions recorded in this interim report are not offered as the opinion of the government, or even necessarily as the opinion of the author of the report. They are for the most part a consensus of the opinions of substantial numbers of people with specialized knowledge of the subject matter about which they were consulted. Thus, in appraising the educational facilities that exist, Dr. Weir asked for and obtained the advice and co-operation of provincial and municipal education authorities, and the universities.

A most interesting opinion, with regard to the feasibility of full employment, was obtained by submitting a simple questionnaire to more than 1,800 members of ten Rotary Clubs situated in ten leading cities from coast to coast. Rotary Clubs are composed of a cross section of the business and profession life of the community in which they are situated. Their members, being practical men of affairs, may be expected to take a pragmatic rather than an idealistic viewpoint. It is significant, therefore, that a very substantial majority of more than 1,300 Rotarians who answered the questionnaire specifically expressed the opinion that full employment in Canada is feasible. The individual opinions of the 500 who preferred to answer in their own way, rather than by a literal yes or no, do not alter the general result, but present stimulating and arresting points of view which may be studied with profit.

The report is bulky but, having regard to the ground covered, is not unduly so. I shall make no attempt to summarize its 353 pages of text and additional material contained in a series of appendices but, in order that you may have some idea of the ground covered, I shall give in brief synoptic form, a number of the arresting conclusions contained in the report as having been obtained in a manner which I have already described.

1. Full employment in the post-war period is feasible.

2. The number of additional post-war occupational opportunities estimated to be available at the end of the war after the transition period ranges from 1,232,500 to 2,000,000, as follows:

Provincial services .....	77,000 to	80,000
Municipal services .....	7,500 to	10,000
Federal services .....	10,000 to	20,000
Veterans' Land Act .....	100,000 to	130,000
Construction and industry (minimum annual average) .....	150,000 to	250,000
C.N.R. and C.P.R. Railways .....	100,000 to	125,000
Armed services (Canada) (including munitions and equipment factory workers) .....	135,000 to	150,000
Additional professional opportunities..	50,000 to	60,000
Vocational opportunities .....	500,000 to	1,000,000
Canadian Electrical Association .....	3,000 to	5,000
Retailing business .....	100,000	
	1,232,500	

In addition, it is estimated that from 230,000 to 265,000 discharged members of the forces will be absorbed for a year or two after discharge in vocational training and university education, under departmental benefits. This makes the total for whom there is provision in sight—on minimum figures—1,462,500.

3. The members of the armed forces in the present war have a much higher educational standard than the members of the armed forces in the last war, as indicated by the following facts:—

	<i>Per Cent</i>
A. In World War I, the number with university training, complete or incomplete, was.....	1½
In the present war, it is.....	3
B. In World War I, the number with high school training, complete or incomplete, was.....	13
In World War II, it is.....	47
C. In World War I, the number with only elementary school training, was.....	84
In World War II, it is.....	40

4. It is estimated that provision should tentatively be made for the vocational training of close to 200,000 youth in our armed forces.

5. Existing facilities which are available for training of ex-members of the forces include the following:—

Vocational and technical schools (by adoption of a second shift).....	37,450
Composite high schools.....	12,600
Agricultural schools and colleges, Experimental farms and other media for agricultural training	10,000 to 15,000
Junior colleges .....	3,000
Normal schools and teacher training institutions..	3,500
Accredited business colleges.....	10,000
Universities: (by adoption of 3-term or similar system)....	15,000
Dominion government training centres—presently used by the army, navy and air force.....	50,000
Crown companies .....	6,000
Plants and plant schools connected with industry.	75,000 to 125,000
Private schools and colleges.....	5,000 to 10,000
Total of the more conservative estimate.....	227,550

To this may be added the peacetime counterpart of the War Emergency Training Classes in which approximately 1,500 instructors are presently engaged.

From the foregoing it would appear that, while congestion will probably occur in certain training centres, the problem of accommodating prospective trainees should not be insuperable.

6. It is to be anticipated that the number registering for university courses will range between 30,000 and 40,000.

7. An appraisal of the methods and facilities for training men for agriculture suggests the desirability of extending beyond eighteen months the period during which training assistance may be given to prospective settlers under the Veterans' Land Act.

8. The number of professional employment opportunities in Canada in additional positions now available, or that should be filled, is estimated at approximately 50,000, including the following:—

Doctors .....	5,652
Dentists .....	8,089
General nurses .....	7,491
Public health nurses .....	3,953
Social workers.....	650
School inspectors or supervisors.....	207
District agriculturists.....	501
Journalism .....	200
Radio .....	100
Laboratory technician.....	100
X-ray technician.....	100
Engineering .....	755
Optometry .....	194
Practical art .....	30
Home economics .....	365
Veterinary science .....	217
Law .....	315
Agriculture .....	204
Psychology .....	450
Pharmacy .....	365
Technical foresters.....	150
Commerce and business administration.....	552
Architects .....	31
Teaching .....	6,400

The foregoing figures represent the results of specific surveys of actual needs in the professions indicated. In the case of engineering, the number given appears to be small and represents one year's demand. The advice received with regard to that profession is that all qualified applications for engineering should be admitted. If we add to the actual survey figures the desirable and possible additions which may be required, the report concludes that the number of professional opportunities in the immediate post-war period in Canada is approximately 50,000.

9. The survey of post-war employment opportunities for men indicates that more intensive study is required. The composite answer to a questionnaire indicates that openings in the various fields may be ranked in order of their probable volume in the following order:—

1. Construction and building
2. Manufacturing
3. Agriculture
4. Vocational
5. Logging and lumbering
6. Service
7. Mining and smelting
8. Public utilities
9. Labourers
10. Trade and commerce
11. Clerical
12. Fishing and hunting
13. Finance and insurance

In the case of women, the order of priority is:—

1. Service (professional, personal and miscellaneous)
2. Vocational (with more than a dozen sub-classes)
3. Clerical
4. Manufacturing
5. Agriculture



6. Trade and commerce
7. Finance
8. Labourers
9. Public utilities

10. Women in the Canadian Women's Army Corps, the Royal Canadian Air Force (Women's Division), and the Women's Royal Canadian Naval Service, in expressing their desire with regard to post-war occupations, show an extraordinary preponderance in favour of stenography.

Other high ranking choice are:—

- Home-maker
- Nurse
- University course
- Teacher
- Bookkeeper
- Clerk

11. A questionnaire directed to 18,720 students in 48 R.C.A.F. training centres across Canada shows the following chief preferences for post-war training:—

Electrical engineering (including university and technical school courses).....	1,576
Radio .....	1,487
Continue in R.C.A.F.....	1,201
Aeronautical engineering and mechanics.....	1,160
Business administration.....	1,070
Mechanical engineering (including technical school courses) .....	859
Motor mechanics .....	844
Accountancy .....	761
Civil Service .....	725
Draughting .....	706

12. A similar enquiry among 4,000 naval ratings gave the following principal preferences in the order indicated:—

- Radio
- Motor mechanics
- Machine shop practice
- Electrical engineering
- Welding
- Continue in navy
- Draughting
- Business administration

13. In the army a questionnaire based on the possibility of educational and training courses being provided between the cessation of hostilities and ultimate discharge was directed to 9,435 soldiers, of whom all but 25 per cent had completed public school, or had taken more advanced educational courses up to and including university degrees:—

- 61 per cent indicated a desire to have trade training.
- 35 per cent asked for further educational courses.
- 21 per cent asked for both types of training.

14. Provincial civil services contain employment opportunities for 77,274 persons:—

In technical capacities.....	28,769
As labourers and assistants.....	48,505

15. Similar surveys of the Dominion public service and of municipalities were less complete in their results, but the partial data obtained shows definite positions available as follows:—

Dominion .....	4,515
Municipalities .....	7,480

16. Under the heading of unfinished business in this survey of educational and training aspects of the rehabilitation problem, the need for further surveys in the following fields is urged:—

- (a) Opportunities in industry.
- (b) Vocational—technical—agricultural education.
- (c) Use of radio in education.
- (d) Elevating status of teaching profession.
- (e) Handicapped people.
- (f) Physical fitness programs.
- (g) Employment opportunities in public service, dominion, provincial and municipal.
- (h) Buildings for educational purposes, courses required and most suitable types of teachers.

The foregoing list of comments and conclusions contained in Dr. Weir's Rehabilitation Survey Report merely suggests the extent of the problems and the scope of the partial enquiry which has already been made. While far from being conclusive, they are offered on the basis that factual data assembled from several thousand people are a better guide in assessing the nature and extent of the rehabilitation problem than the intuition or judgment of any one official.

The report was made by an outstanding authority in the fields of education and social services. Dr. Weir was Minister of Education in British Columbia, a professor in the universities of Saskatchewan and British Columbia, and has conducted several national surveys on phases of education, public health and social services.

In placing this interim report before the committee, may I express the hope that its contents will prove a helpful and stimulating factor in our deliberations.

The CHAIRMAN: Ladies and gentlemen, the minister has given us what must be a thoroughly comprehensive introduction to the report to be presented by Dr. Weir. Dr. Weir has been working on this for at least a year and a half. As I know Dr. Weir very well personally, and in view of what the minister has said of him, we can be sure that he brought to the task which he has had in hand not only high intellect and ability but a very conscientious sense of duty as well. I am now going to call upon Dr. Weir. As you know, Dr. Weir, you will be open to questions by the committee at any time any of the members wish to ask them. I think perhaps they will wait, though, until you are through before they put any questions to you.

Dr. G. M. WEIR, Director of Training, Rehabilitation Branch, Department of Pensions and National Health, called.

The WITNESS: Mr. Chairman, Mr. Minister, lady and gentlemen: As the Chairman has intimated, perhaps I should make an introductory statement supplementing the statement of the minister. Certain aspects of the rehabilitation problem have caused and are causing the most bewildered confusion, and while, in the report the minister has outlined, I use the language of arithmetic, I should like to caution you that the results should not be considered as having the validity or precision of a mathematical equation. I have received data from all over Canada. This information has been totalled but, as you know, such data are subject to fluctuation and to change. However, I should say that this procedure, in my judgment, is preferable to using general terms such as "much" or "more" or "little", and that, statistically speaking, it has a tendency to sharpen issues and to clarify thinking.

The air of futurity surrounding post-war matters generally lends a nebulous fringe, if not a nebulous core, to much of our post-war planning. The question

arises, why make a survey of rehabilitation matters? The division of rehabilitation, Department of Pensions and National Health, is confronted with the problem of training discharged youths, that is, training them for jobs in the post-war period.

It is perhaps a truism to state that, when confronted with a problem, one of the first steps should be to assess the character and extent of that problem, to delineate its boundaries and try to get a clearer conception of the factors involved in the problem.

Making the survey is simply an attempt to carry out these objectives.

A survey is merely a method of approach or of study. Its results may assist in reducing the number of faulty conclusions or the extent of blind guess work that may be involved. Instead of any attempt to attain perfection or exactitude I should prefer to speak in terms of reducing failures. No doubt there will be considerable opportunity for error or waste effort after the best of surveys has been made, but if such error should be reduced by 25 per cent or even by 10 per cent the survey would appear justifiable.

Obviously the problem of rehabilitation is national in scope. It is a truism to say that its successful solution concerns every Canadian community and every class and individual in the community.

Any satisfactory study of the rehabilitation problem, therefore—which at present can but indicate its rough proportions—should be based on a sampling of data as representative as possible, and in conformity with such points of view as the following:—

(a) Geographical distribution: all provinces and as many communities as possible should be represented in the study;

(b) With reference to the range and qualifications of participants,—experts and lay people, business and professional persons, men and women, military as well as civilian representatives, capital and labour, and so on, should all be participants in any study that aims to be representative of Canadian economic and social conditions;

(c) Recommendations or opinions relative to the attempted solution of rehabilitation problems should, in so far as possible, be based on facts. Just what the facts are in the present instance I am not going to attempt to decide at the present time; but I might just mention training capacities of provincial school systems that might be available for post-war training. In that connection I consulted outstanding authorities in Canada so that we have possibly attained something approximating the facts; at least, results based on the most reliable estimates procurable,—mostly estimates by experts in technical matters or by competent lay people. When we are taking opinion evidence, these should be the opinions in so far as possible of experts.

There is such a plethora of surveys and questionnaires in Canada at the present time that the question arises, are survey results reasonably reliable? Of course, the answer depends on the character of the survey. The mere aggregate of many uninformed opinions is scarcely reliable, but the aggregate of substantial opinions, or of some of the most substantial opinions available,—I do not suggest that I have interviewed all the competent persons in Canada—should be fairly reliable.

Then, too, we can apply checks from a statistical point of view. For instance, returns may be received from employers; returns on similar matters may be received from personnel managers with reference, for instance, to employment opportunities. We can compare the results to see if there is a reasonable degree, shall I say, of parallelism. Then we can obtain returns from business and professional women's clubs, which I did. We can compare these with returns from leading women across Canada. Again is there a reasonable similarity in the results?



(d) Owing to the flux and welter of current economic and social conditions, any survey of rehabilitation problems at the present time can be only of an interim character; however, such a survey might well provide a background for more detailed studies of potential post-war opportunities in local communities. For it is in the local communities that jobs must be found.

(e) With reference to full employment, any sociological study, however representative in scope or objective in its methods, must be predicated upon certain assumptions. In the present instance these assumptions are enumerated at the end of chapter one of the report. The basic assumption adopted by the Reconstruction Committee—I have followed the assumptions of the Reconstruction Committee—is that of full employment.

By way of digression for a moment, it is interesting to observe that many participants in this study, business men as well as professional people and others, pointed out the alleged absurdity of expecting a return to so-called pre-war normalcy. Within a year or so after the war ends, according to their prediction, another industrial revolution, comparable to or greater than that of 150 or 200 years ago, may be experienced.

By this prediction is meant an era of great industrial expansion of the democratic type in which labour would be regarded not as a commodity but as a partnership in industrial enterprise, and in which purchasing power, in greater measure than ever before in peacetime, would be placed in the hands of the people. I am giving you the consensus of much of the most substantial thought in Canada to-day when I make these statements, but there is also another side to the story. A rather incongruous tendency in reporting employment possibilities in the post-war period should be noted.

When speaking in general terms about post-war jobs, many professional people, personnel managers and even an appreciable number of industrialists and executives adopt a more optimistic outlook than perhaps would appear warranted from the analysis of specific answers to questions on employment opportunities in their own businesses or industrial establishments. In fact, when reporting on employment possibilities in his own industrial field there is just a possibility that the average business executive may adopt too pessimistic an attitude. It seems natural that he should hesitate to make any commitments regarding post-war employment until he knows more about post-war national and international policy, currency arrangements, trading conditions, and so on; but so far as his own business is concerned—assuming, for instance, that the terms of the Atlantic Charter or similar pronouncements will be honoured at least as much in the performance as in the breach—his attitude appears to be one of over-timidity even to the extent of ignoring the operation of the so-called law of averages. For instance, perhaps over 80 per cent of industrial executives are inclined to report, with reference to their own businesses, that surpluses of potential employees in the post-war period, even after the transition to a peacetime economy, will be three or four times as frequent as shortages. And yet some of these same people do not hesitate to predict, in general terms, great industrial expansion in the post-war period.

Irrespective, however, of such incongruities as well as of so-called schools of economic thought, some of the most capable observers believe that, within a year or so after the war ends, and when factories have been geared to peacetime production, there will be not only full employment but not enough trained workers for the jobs then available. Hence one of the great training problems confronting the division of rehabilitation—vocational counselling, training, placement, supervision, further training, and so forth. It is in that field that my special interests happen to lie. In the vocational and academic education of discharged men and women Canada is about to conduct the greatest experiment in adult and extension education that ever confronted this Dominion.

Unprecedented demands on public educational facilities and on plant schools will probably be experienced and an unparalleled impetus to technical and vocational training, as well as academic, on adult levels may be realized. Thus not only an industrial revolution but an epoch marking educational revolution also may be in the offing. These eventualities are discussed in the survey report.

Reverting to full employment, I might say that this fundamental assumption, whatever be its specific meaning—and that is discussed to a certain extent in the report—was not considered as a “crack-pot innovation or economic hocus-pocus” by a representative cross-section of solid Canadian business and professional opinion. I refer now to the expression of views of over 1,800 Rotarians in ten of the larger clubs from Saint John, New Brunswick, to Vancouver, British Columbia, I might enumerate those clubs; Vancouver, Edmonton, Calgary, Saskatoon, Regina, Winnipeg, Toronto, Hamilton, Montreal and Saint John. About 90 per cent of these Rotarians—and other groups also concurred in this opinion because I decided it would be well to do a little checking—stated not only that full employment in the post-war period, after the gearing of factories to peacetime employment, was feasible but that any alternative to full employment would not be pleasant to contemplate.

The report, already somewhat bulky, would have been expanded into three or four times its present size had all revelant data supplied by Canadians from coast to coast been incorporated. I mention that just to indicate the intense interest being manifested by Canadians from coast to coast in this all-absorbing problem of rehabilitation and reconstruction. In its present form, however, it may serve as a useful compendium or mirror of contemporary Canadianism from the economic and sociological points of view, and twenty years from now may be of some historical significance.

While the survey is an interim report, a provisional presentation, it is final in some respects even at the present time. Whether or not the survey meets the requirements outlined in respect or scope, distribution of studies, adequate sampling of expert and lay opinions, and similar matters, may perhaps best be indicated by a reference to the varieties and numbers of participants in this investigation.

If you will permit me, Mr. Chairman, I shall read briefly from the bottom of page 11 of the report.

(a) *Study of Probable Professional Opportunities in the Post-War Period.* Here I obtained surveys of fifteen universities throughout Canada which set up about seventy-five committees. I might say again that, while the language of arithmetic was used, the results should not be interpreted as having the precision of a mathematical equation.

(b) *Rotary Clubs:* Vancouver, Edmonton, Calgary, Regina, Saskatoon, Winnipeg, Montreal, Hamilton, Toronto and Saint John (N.B.), who considered the problem of full employment. 1,308 Rotarians filled in questionnaires; 507 additional Rotarians wrote letters dealing with the subject—a total of 1,815 Rotarians.

When you run your curve with reference to the 1,308 Rotarians' replies you get a certain result and the 507 additional letters in no way affect that result. The curve had pretty well jelled, so to speak, or had become pretty well set before these 1,308 answers were assembled and treated statistically.

(c) *Kiwanis Clubs:* Study groups in the following Kiwanis Clubs filled in 125 questionnaires that represented the views on “vocational opportunities for men in the post-war period” of over 1,500 Kiwanians.

The following clubs, under the direction of Mr. W. H. Male, District Governor, participated: Moncton, North Toronto, Peterborough, Oshawa, Ottawa, Saint John, Barrie, Pembroke, Truro, London, Sud-

bury, Niagara Falls, Hamilton, South Porcupine, Dartmouth, Montreal, Penetang, and Quebec City.

I did not send questionnaires to the western Kiwanis clubs but I held many consultations with the executives of those clubs.

- (d) *Women*: Forty-one business and professional women's clubs, representing the views of over 1,000 members on "post-war vocational opportunities for women". These clubs were scattered from coast to coast.

They represented approximately 1,000 women who participated through these various committees in the study.

- (e) *Women*: Seventy leading women from the larger and medium-sized centres and rural areas expressed their views on the above subject.

I received seventy returns from one hundred questionnaires sent out; the majority of the balance came in but too late to include in the summary. However, these additional returns in no way affected the general result.

- (f) *High and vocational school principals*: Seventy-five in Ontario and British Columbia.

They were consulted.

- (g) *Plant and Vocational Schools*: One hundred and eighty-two replies were received from various industrial executives to questionnaires sent out on behalf of the writer by the Canadian Manufacturers' Association.

Their aim was to assess the relative merits of technical and vocational schools on the one hand and plant training on the other.

About half of these replies lent themselves to tabulation and statistical treatment.

- (h) *Canadian Institutes of International Affairs*: 133 replies to questionnaires were received.

- (i) *Air Force Officers*: in Vancouver and Toronto, 57 replies to questionnaires.

- (j) *Nurses*: a representative group of 15 nurses reported for over 1,000 Toronto nurses.

- (k) *Industries*: over 350 major industries throughout Canada. I might say that there are a number of industries still working on studies that will probably be of great value when completed.

- (l) *Personnel Managers*: 215 representative of every province except Prince Edward Island. In these, as in other cases, answers were usually based on a national rather than parochial outlook.

- (m) *Labour Leaders*: in some of the larger Canadian centres made studies of P.C. 7633 in relation both to labour and national problems.

- (n) *Men and Women in the Armed Services*: are co-operating in making studies of types of courses likely to be selected by trainees in the post-war period. As the minister pointed out last fall through questionnaires I got in touch with 18,720 members of the R.C.A.F., 3,650 members of the women's branches of the services, 9,500 members of the army, and about 4,000 naval ratings. I might say in this connection that further and continuous studies are desirable, because as a result of war training and war experience those involved are continuously changing their skills and their intentions.

- (o) *Rehabilitation Committees*: In various cities co-operated most generously and some have undertaken surveys of post-war vocational opportunities.

- (p) *Dominion Civil Service Commission*: At the request of the writer, this commission conducted a study of possible post-war employment opportunities in the dominion civil service. This study is incomplete at the present time. It is now going forward.



(q) *Nine Provincial Governments:* Co-operated in making studies of possible post-war positions in the provincial civil service. Over 90 departments of these governments were represented.

(r) *Municipalities:* Over 300 municipalities in Canada made type studies of possible post-war positions in municipal civil service.

I might state that in the first instance I met the Premier and his cabinet and we discussed the general situation. Later I met the deputy ministers and the senior officials such as engineers and technical men in conference and we assessed the extent and character of the study. Then, after six months I returned and where possible I collected the results of the study. Where further study was considered desirable such further study was conducted and eventually we received the returns and assembled them. I might say there again that the results of the studies are not conclusive but they are pretty revealing and they are preferable to mere guesswork.

*Municipalities:* over three hundred municipalities in Canada made a study of post-war conditions in the various municipalities with respect to municipal services.

The minister also pointed out that I conducted quite a number of conferences during the course of the survey.

That, Mr. Chairman and gentlemen, completes my statement. Thank you.

DEPUTY CHAIRMAN (Mr. McNiven): Mr. Turgeon was called out for a few moments but I am quite sure he would wish me, as he will later, to extend our sincere thanks to Dr. Weir for the very fine presentation he has made. It has been very complete, and as he repeatedly suggested his conclusions have not reached the accuracy of mathematical calculations, but they should be and probably will be after this committee has completed its questioning of Dr. Weir. I know that Dr. Weir will be glad to answer questions now.

*By Mr. MacNicol:*

Q. Have you made an outline of post-war work that can be proceeded with immediately, and as to which post-war work engineering details, plans and specifications are ready, to which returned men could be sent in thousands once the war is over.—A. Mr. Chairman, I feel that falls really within the scope of the investigation by the Committee on Reconstruction. The Committee on Rehabilitation are concerned primarily with matters of personnel and training. Of course, you must train for jobs. Perhaps I was an interloper in the field of the Dominion Committee on Reconstruction in even assessing these employment opportunities, but it was my assumption that the Committee on Reconstruction would conduct that type of study.

Q. This is the Committee on Reconstruction.—A. I am dealing with the rehabilitation phase of that particular committee; that is, with the training aspect of the problem; so I did not venture to make expensive studies in the reconstruction field. I assumed that Principal James' Committee already covered that ground.

Q. We have not found anything yet from Professor James along the lines that would answer the question I asked just a moment ago. I remember the situation following the last war so distinctly and so clearly. At that time I was in big business. It is horrifying to me to look at the prospect of going through that same situation again, and so far I have not seen anything or cannot find any program from any committee whereby plans are ready to put men to work. I quite understand your program as to retraining; we have throughout Canada scores of fine schools in the army besides our technical schools now training people. It is not training that I am thinking of at the moment, though that is necessary. What I am thinking of is whether large numbers of men who will return are going to be sent to jobs instead of starving on the street corners as was the case following the last war.—A. Mr. Chair-

man, I am sorry that I cannot give you a more complete answer; but I might state that in the chapter on unfinished business reference is made to these industrial surveys, and I am sure that those who are participating in these studies are endeavouring to discover the answer to these questions. However, as I stated, they pertain more directly to the realm of reconstruction.

Hon. Mr. MACKENZIE: There is to be a new minister of reconstruction, you know.

Mr. MACNICOL: I quite appreciate that industrial employers are being appealed to to do the best they can. I was in big industry and have keen recollections of what happened when the last war was over, thousands of men were out of work. You can't pay men with wind, you must have something to pay them with. What I am trying to find out in this committee from those who come before us is, what is the program to give men employment immediately after the war? I am convinced that there will have to be a program of post-war projects, self-liquidating post-war works, if you like to call them that, which would take up the slack between the discharge armed forces and rehabilitation in industry. That would take some time. Also, it will take a good deal of time to rehabilitate plants from wartime operation to peace-time operation; not a week, not a month and perhaps not even six months would be enough. I am glad to have the minister here, and I believe the minister will agree with me when I say that what we need is a large program of self-liquidating works to be contributed to both by the federal and provincial governments, and if necessary by the municipalities; work that must be done and should have been done years ago and to which thousands and thousands of men could be sent.

For instance, I had a conference in Toronto with one of the larger employers of labour—not an industrialist but a large employer of labour who hires thousands of men—a short time ago. One of the engineers connected with that organization told me that there are a large number of engineers now out of work. These men are trained and ready to do something, but there is nothing for them to do because industry has caught up with the preparation, apparently they have caught up with the preparation, of war plants. Why can't these men, these unemployed engineers, taking them as one class, or the unemployed architects, of which there are a large number, because most of the war construction plants have been finished and these men are now kicking their heels for something to do—why can't these trained men, these engineers, these architects, these contractors, be employed now in getting ready plans and specifications with respect to a program of national works, self-liquidating works? I do not see any reason why everything cannot be prepared so that immediately after the war tenders could be called. Or if the government decides to build on a cost-plus basis—I am not in favour of cost-plus myself, I have had too much experience with that and have found it most expensive—but it is up to the government to decide what they are going to do and whether they are going to have a program of works ready to take up the slack from industry. What we have heard this morning has been about retraining; it is re-jobbing that we want right after the war.

Hon. Mr. MACKENZIE: I agree with what Mr. MacNicol just said and I might state for the information of the committee that already very substantial plans have been worked out, although the details of those plans have not as yet been announced. That will be one of the first functions of the new minister of reconstruction when he is appointed, to inform the committee exactly what it is proposed to do in that respect.

Mr. MACNICOL: The reason I have brought the matter up is that I would like to see something tangible; that is why I suggest that the government might obtain the services of the type of people I have referred to in order to help in detailing adequate programs. They are trained in construction work; they should be of real value.

Hon. Mr. MACKENZIE: That may be.

Mr. MACNICOL: Anyway, Dr. Weir, that is the problem before me at the moment as a member of this committee; it is not training at the moment that is all important, it is the re-jobbing.

The WITNESS: I do not think there is much more that I can say by way of answer except to state again that this matter of reconstruction does not come within the purview of my reference. We are interested, however, in jobs. We are training people for jobs. That is what we want to know: what jobs are likely to be available; so, for that reason there is intimate relationship in the reconstruction and rehabilitation branches of this committee. I might also say, however, that under the terms of P.C. 7633 as you know that is the charter under which we operate so far as training is concerned any of these engineers, or young men or women, who are discharged from the services, can, if they wish, take a brush-up course or take further training; and in that connection they receive a modest amount, adequate I think at the present time. This is \$42.40 a month for a single person and \$62.40 a month for a married person, plus all university tuition fees if they wish to take further training. That benefit already is in operation. We have about a hundred of these young people taking training in our universities; and over 2,000 of these young lads discharged from the services already have taken rehabilitation training under the terms of P.C. 7633.

Mr. MACNICOL: It is jobs for these people that I am thinking of, both for those whom you plan to retrain and for those who do not need retraining. I doubt very much if ever there was an army in any country that had as many trained, capable men as we have in the Canadian forces right to-day.

Hon. Mr. MACKENZIE: That is right.

The WITNESS: Quite true.

Mr. MACNICOL: They are fine men, thoroughly trained in many special fields and a credit to their organizations—engineers, builders, contractors. The greater number will not need any retraining; they will want jobs.

The WITNESS: I might say though that those to whom I refer are now engaged in the job of training or retraining; it is a very important job as far as that is concerned.

Mr. MACNICOL: I agree.

Mr. Turgeon resumed the Chair.

The CHAIRMAN: Are there any further questions?

By Mr. DUPUIS:

Q. I think that the department is doing a good job when we compare it with what other countries are doing at the present time. We have received reports from London that many members of parliament were complaining at what seems to be delay in getting ready for post-war work. As you know, Mr. Chairman, in Canada it is a matter under the exclusive jurisdiction of the provinces, and no doubt Mr. Weir and the minister have taken the proper steps to secure the co-operation of the provinces. I would like to know in what way it has been dealt with insofar as the Province of Quebec is concerned?—A. I am glad the hon. gentleman asked me that question. I interviewed Mr. Godbout and had, I may say, a very satisfactory conference with him, and he gave me complete entree to any information that I wished in the Province of Quebec. Also the Province of Quebec has co-operated wholeheartedly in this study. They realize in Quebec that we are not going to invade the provincial domain insofar as education is concerned; and insofar as P.C. 7633 is concerned, it is a war measure and nothing will, shall I say, violate or be permitted to violate the sanctity—I might almost say—of minority rights as established under Section 93 of the British North America Act.



By Mr. CASTLEDEN:

Q. You stated in the course of your remarks that there was a prospect, an almost inevitable revolution, in academic and other educational fields; did you pose that statement as something desirable, or is this actually in process of formation at the present time?—A. Mr. Chairman, I would prefer that the hon. member, if he has the opportunity, read the chapter in the report dealing with that phase of the situation. But I find in Canada that there is an intense interest at the present time in further education, particularly at the adult level, and in education possibly of a more practical nature than we have had in the past. This problem of adult education is a very interesting one.

Q. Yes, I agree with that. I think such a revolution is most desirable, and I do not think that we as a nation can hope to take our place among other nations as we are now progressing so rapidly unless we do have such an educational program. Does your survey show that we have the staff, the facilities, the materials and the equipment available at the present time to carry out such an educational program? I know that in the medical field, for instance, you have such a situation that they cannot carry on their work because there are not the facilities for the students. In my own Province of Saskatchewan I believe last fall something like seventy-five students presented themselves for pre-medicals and they were informed that only about twenty-five of them could possibly continue their studies. The argument was presented that there were not the facilities for training them. If we are going to carry on such a large educational program as is envisaged in your report, then I am wondering if we have sufficient in the way of staff, equipment and materials to enable us to carry it out?—A. Mr. Chairman, I quite agree with the hon. member that considerable expansion along the lines indicated is desirable. But again, the Canadian Medical Association, in conjunction with experts in the Department of Pensions and National Health, are studying that problem. There is undoubtedly going to be, and there is at the present time, serious congestion so far as training facilities for medical students are concerned; but I think in all likelihood the Provinces of British Columbia and Saskatchewan will be called upon shortly to establish medical schools at their universities, because, as you have intimated, the eastern universities cannot carry their present load and discharge their obligations to their own immediate constituents, so to speak, without accepting students from other provinces. In this report there is a recommendation that something be done in that regard. I am urging the provincial authorities in British Columbia to take steps immediately not only with respect to the training of doctors, but of dentists as well. As a matter of fact, the shortage of dentists in Canada is appalling to-day. I used the word "appalling" deliberately; as a matter of fact a much stronger word could be used, but I should not like to see it in print.

Q. I think it would be all right to have it in print. Would you say the same situation exists in respect to engineering and other university courses with respect to technical training facilities across Canada?—A. Mr. Chairman, in connection with that statement possibly you will permit me to read an excerpt from a letter which I wrote to McGill authorities just the other day. As the minister said in his outline, a large number of these lads have expressed their preference for electrical and mechanical engineering. Eighty-five per cent of these young people have not the educational requirements for admission to applied science courses in our universities. As you know, most of the universities require a senior matriculation or the equivalent of first year pass work. Many of these young people are not thinking of technical engineering courses offered in the universities so much as the type of course offered in the senior year of the technical schools and possibly the first two years of the applied science course in the universities. For these discharged youth these courses might be made much more practical than they are at the present time. That is, we are thinking particularly of training good artificers, so to speak, rather than a very large

number of technical engineers. I think many of the lads in the forces who are going to take engineering, are looking forward to something in the nature of preliminary engineering courses or more practical engineering courses than are available at the present time. The result of that will be felt particularly in the construction and manufacturing industries. If I may, I should like to read this excerpt:—

A relatively large number—eight or ten times the number choosing university courses, exclusive of business administration—

Incidentally, a large number of these youths are looking forward to business administration.

— intend to register for training in various engineering and technical branches on the senior technical school or junior engineering level.

I know some engineers will object to the term “junior engineering level” just as the doctors might object to the term “junior medical level.” But you understand what I mean. Possibly the word “preliminary” is better than “junior.” Continuing:

These courses include electrical engineering, principles and practice of radio, aeronautical engineering and mechanics, mechanical engineering, machine shop practice, internal combustion engines, marine navigation, architecture, commercial aviation, etc. Probably 85 to 90 per cent of those mentioned as applying for the above courses do not hold the admission standing required by applied science faculties; that is senior matriculation. The construction and manufacturing industries in the post-war period should be able to recruit considerable personnel from these prospective trainees.

There is a huge demand for that type of course on the part of these young lads in the air force and in the navy.

Q. Have we the facilities for giving them that in Canada today?—A. Mr. Chairman, there is another chapter where we must break the ground. I refer to crown companies and so on. If the gentlemen of this committee ever have the opportunity to visit R.E.L.—Research Enterprises Limited—at Leaside, you will see a miniature, or shall I say a Canadian version, of the Massachusetts Institute of Technology. I point out in this report that it would be little short of a tragedy if that plant were to be disbanded and the potentialities for training of the type that you have suggested should be ignored at the present time.

*By Mr. Hill:*

Q. Are you not advocating advanced vocational training?—A. We are advocating that.

Q. You cannot give these men theoretical training unless you follow it up with practical work.—A. Quite. We do advocate that.

Q. Following it up with practical work?—A. Yes. That is what I was emphasizing when I said that instead of these university courses that are just a bit too technical and too detailed for 85 or 90 per cent of these lads, we might have the senior year in technical school or the senior year in vocational school, plus the first two years in university made more practical and adapted to the needs of thousands of these young lads. I quite agree with you. That is the kind of thing that I am advocating in this report, and we have investigated the facilities from that point of view.

Q. I think that is more important than theoretical training.

*By Mr. Castleden:*

Q. Right along that line, there is a question which comes to my mind. What steps are being taken to discover for the lads their own natural, latent abilities and fitness for the work, to assist in advising them as to what work

they could be gainfully employed in, the type of work for which they are best suited and in which they would make the best contribution?—A. That again is a very important educational question. You know that excellent work is being done in the services now by the personnel officers. I may say, without casting any aspersions on the Pulhems test, we are developing a new test in that regard; and already the experts at Toronto University have completed a general intelligence test that I think will be an improvement on anything we have now. We have partially completed a mechanical aptitude test, and we expect within the next three or four months to complete a clerical test. Also at the present time the air force are training between thirty and forty young men with the proper educational background for vocational counselling. We are watching their work. It may be necessary to develop at our universities within the next three or six months courses in vocational counselling. We have that whole question in mind, however, and we are not only studying it but taking practical steps towards reaching a solution.

Q. Is anything being done in regard to making such tests a part of a provincial program, so that it may become a portion of the provincial educational facilities available to all young people?—A. I should not like to suggest to the provincial educational authorities, even although I am a former Minister of Education, just what they should do in that regard. But I do agree with you in this respect: provincial departments of education, in my judgment, should set up a division of vocational counselling. In the city of Vancouver, for instance, we have a bureau of that type, under the direction of highly trained experts; and in the various secondary schools we have trained counsellors. Some of these young people have taken their doctor's degree in counselling or their master's degree, and they are in intimate contact with the industries in the city. There is the counselling, the selecting of the lad according to his aptitude for particular employment, the placement in that employment with the close co-operation of industry, the checking of any failures or aberrations; then the re-training or possibly transferring of the latter to another industry. In any modern school system, as soon as the child enters a school a thorough mental and physical examination of him is made, and his record card follows him until he graduates from the school.

Q. In what school do you mean?—A. In British Columbia that is done in all the larger cities, and has been done for the last fifteen or twenty years.

*By Mr. Quelch:*

Q. On a national basis, is it intended to advise those seeking vocational training as to the likelihood of the vocation they wish to take up providing them with a job afterwards? For instance, I can see that you will know approximately how many men can be absorbed in this vocation and how many in that. Will you encourage or discourage people from entering a vocation which is unlikely to provide them with a job after the war?—A. Most assuredly we shall endeavour to direct them into the vocation for which we assume they will be best fitted. In each of the demobilization centres there will be a group of technically trained men in the field of vocational counseling and that counseling will be available for all who wish it. I am not going to say that we are going to coerce any people with regard to taking or not taking a certain type of training or a certain type of course, because in a democracy we can scarcely apply such principles.

Q. I do not mean merely counseling them as to the vocation for which they are most suited, but rather counseling them as to the likelihood of the vocation providing them with a job after the war. For instance, if you found too many men were being trained in mechanics and not enough as doctors, you might advise or even stress that they go into another vocation.—A. That, of course, is an aspect of vocational guidance, and that information, we hope, will be avail-



able as the result of surveys such as we are making. I quite agree with you, that there is very little sense in training a lad for a job which is not likely to be available. What we wish to do is to train lads for jobs that will be there when their training is completed. There should be continuous industrial surveys made, and in some school systems these are kept up to date. These surveys are conducted in various ways, generally under the supervision of certain experts employed by the school boards.

Q. I do not know whether it really comes under your jurisdiction, but after the boys have taken vocational training, I understand from the welfare officer in Alberta that a difficulty often arises because of the fact that they have not the tools with which to get a job. We made provision for men, for instance, entering the farming industry under the Veterans' Land Act. As I understand it, only provision has been made to provide financial assistance to a man who wants to take a certain trade; he has to provide his own tools; nor is there any provision for a man who wants to set himself up in private business. Are there any steps being taken along that line?—A. Yes. Loans are now available. My colleague, Mr. Crawford, who is superintendent of vocational training, is in charge of that matter and I cannot give you the details. But provision has been made. Already loans have been made and tools provided for a number of these lads who took the training.

*By Mr. MacNicol:*

Q. Is this just for returned men?—A. It is only for discharged men.

Hon. Mr. MACKENZIE: For returned men only.

The WITNESS: I possibly should have stated that anything I said today is predicated on P. C. 7633. I am talking only of the men and women who are discharged from the armed services. I am not referring to munition workers or those working in the various war industries. I have no jurisdiction in that regard.

Mr. QUELCH: You are not dealing with men transferred from war industries. You are only dealing with the soldier side of it?

The CHAIRMAN: Dr. Weir is Director of Training in the Rehabilitation Branch of the Department of Pensions and National Health.

Mr. QUELCH: Oh, yes.

*By Mr. White:*

Q. You mentioned a moment ago that there were a number of soldiers who were already taking courses in universities, and then you mentioned the scarcity of dentists. Would you just tell the committee this: if a soldier wanted to take dentistry, how much financial assistance would he receive and for what period? Would it cover his entire four-year course?—A. You have asked a question that comes within the scope of P.C. 7633. If he is a single man, he would be entitled to \$42.40 a month, plus all university fees, for the length of time, prima facie, that he was in the armed services. If, for instance, he was twenty-four months in the armed services, he would be entitled to three years' training, because the academic year is eight months. If at the end of three years he is making good progress and his achievements are such as to indicate that it is in the public interest that his training should be continued, then the minister has discretion to grant continuation of that training, so long as it is in the public interest. As a matter of fact, if a lad had completed his third year and had only a year to go, we should do everything reasonable to see that he graduated. It certainly would be in the public interest to graduate as many dentists as possible. In that way, you can see he is practically assured of a course. There are funds available to carry him right through his course. If he is a married man he receives \$62.40

a month, plus fees, while taking training. In addition to that, he receives allowance for dependents—\$12 for the first child, \$12 for the second, \$10 for the third and eight dollars each for the next three children.

*By Mr. Castleden:*

Q. How about books and instruments, which are quite a large item?—A. In connection with war emergency training, something has been done in that regard. We find the provision of books a very definite problem in so far as university training is concerned. In the universities, there are library facilities which ordinarily are available to bona fide students. You can understand that there would be opportunities for racketeering if we were not careful in regard to the supplying of books; because how are you going to differentiate between a text book which is essential or required, and other books that are mentioned for supplementary reading? These lads could possibly acquire a number of books that they might not read and then they could retail them to their friends at a considerable profit to themselves. So that we have to exercise considerable vigilance over the taxpayers' interests in that regard. But generally speaking, these students will not suffer from lack of text books.

*By Mr. White:*

Q. Did you consider this further point? The minister mentioned the number in the armed forces with high school education. A return in the house some time ago showed that 13,000 or 15,000 men at that date had junior matriculation. Was the point considered with regard to boys with only junior matriculation, or who lacked one or two or three subjects required for senior matriculation, and what position they would be placed in if they wished to go to university? What chance, if any, would be granted?—A. Well, the universities are masters of their destiny, so to speak, in so far as matriculation is concerned. The universities are taking a very lenient point of view.

Q. But to date nothing has been done in that respect?—A. The universities, through their association of presidents, already have prepared tentative matriculation requirements for returned soldiers. This has not as yet been made public. I can assure you that any prospective university student with industry and intelligence who really wishes to get ahead, will not be stymied, shall I say, as a result of the barrier to which you have referred.

Q. The reason I mentioned it is that I had occasion to apply on behalf of a young soldier who had junior matriculation, and he was turned down because he had not senior matriculation. Up to that date last fall nothing had been done.—A. The universities had a conference in December and another in January. They are working on that very matter. I do not think the results of their deliberations have reached the point where they can be made public. But most assuredly I think they are taking into account the background, the maturity, the experience and the intelligence of these men. When you consider what these lads have experienced overseas, surely we are not going to require that they get 50 per cent in some Latin examination, for instance, before we allow them to go ahead and take some practical training in engineering or something of that nature. All these things are taken into account. I can assure you that a very generous point of view is being adopted.

Q. I am very glad to hear that, because certainly last year the point of view adopted was not a very generous one.—A. If you would give to the minister or to me a statement of the case in question, I should be very glad to re-examine it.

Q. I would not like to do that because I am making another application.—A. All right.

The CHAIRMAN: Are there any further questions?

Mrs. NEILSEN: I should like to know, first of all, if members of this committee are going to have the opportunity of seeing this report. I find that it is rather difficult to discuss this problem. We have not had the opportunity of seeing it.

The CHAIRMAN: This copy of the report has been filed with us.

Mrs. NEILSEN: Thank you.

*By Mrs. Neilsen:*

Q. I am naturally interested in the question as to whether or not the full vocational training facilities will be offered to both men and women, irrespective of their sex, providing their qualifications are the same. I am most interested in the question as to whether women are going to be able to take their full place and their full share in the world that is to come. I should like to know if you deal with that question specifically, the question of equal pay for equal work, and so on.—A. I have not ventured into the field of equal pay for equal work. But so far as vocational training is concerned, I can assure the honourable member that there is absolutely no discrimination so far as women are concerned. There is a chapter here which you can examine, wherein I have discussed some of the choices that the women wish to take; and a little further on we discuss the training facilities for these courses. They are set out here. A little further on I make a study of the educational institutions that will be available for their training. They receive the same allowances as the men receive.

Q. They do—A. Yes.

*By Mr. MacNicol:*

Q. During the course of your remarks you referred to the timidity of the business men. Just in what connection did you use that expression—A. I think, Mr. Chairman, possibly I should have said "hesitancy".

Q. In what connection did you use that expression? I have forgotten.—A. They rather hesitated to make any commitments as to the number of potential employees they might engage in their own businesses after the war. Many of them are not sure as to the future of their businesses.

Q. It is a very difficult question. A business man has to pay wages out of profits.—A. Well, I might say that I qualified my statement. I was not reflecting on the business men. Many of them would like to have matters of policy clarified before they would make commitments.

*By Mr. McNiven:*

Q. There is the question of currency and tariff to be considered.—A. I mentioned that, as a matter of fact, when I was making the statement.

Mr. QUELCH: Dr. Weir stressed the question of full employment at some length. He referred to a number of surveys that he had made through various clubs. I should like to know from him on what level of income that full employment might be maintained? Would he say that the national income can and should be maintained at a level of \$9,000,000,000, and if we can maintain the national income at, we will say, \$9,000,000,000 does he not think it will be possible to maintain an effective demand against that production? If you cannot maintain your demand against production you will very soon have unemployment.

The WITNESS: There again I am not competent to enter into a discussion of that matter. Personally I should like to see consumption geared up more to production. As to what the national income is, or is not, going to be in the post-war period I should not care to venture any forecast; but the majority of those who are discussing the matter assume it will be at least within gun-shot of the present national income. I should say at least \$8,000,000,000.



Mr. QUELCH: I mention that fact because I have noticed quite a few editorials in financial papers absolutely ridiculing the idea that the national income can be maintained at anywhere near the present level.

The WITNESS: I am merely expressing a personal opinion so far as your question is concerned.

*By Mr. Brunelle:*

Q. Are the vocational and educational privileges that you have just mentioned available to men in the active forces and to recruits also?—A. All those who have been sworn in and are wearing the King's uniform; they all come under 7633 when discharged.

The CHAIRMAN: Any further questions?

*By Mr. MacNicol:*

Q. Do the members of the reserve army come under it?—A. Yes, they come under 7633.

*By Mr. McNiven:*

Q. May I ask Dr. Weir if it is not a fact that there is provision for assistance to a man who has not the necessary educational qualifications to go into the university provided that he can attain those qualifications within fifteen months of his discharge? That is, he will be allowed fifteen months to attain the necessary educational qualifications to go into a university?—A. That assistance is given at the present time through various agencies, but particularly through the C. L. E. S., the Canadian Legion Educational Services. Ordinarily we should like to see the applicant complete his matriculation before he enters university, if possible, so that he will not be exhausting his benefits under 7633, which are limited to certain periods of time; however, the universities are considering now the extension of their own training courses downwards to look after these very lads to whom you refer. I think you will agree with me it would not be advisable to mix that type of student with the ordinary secondary school adolescent. The various universities have practically all agreed to give that kind of training. That is one of the questions we have been discussing.

Q. Suppose a man in Scotsguard, Saskatchewan, wants to attend an entrance school in Toronto; is there not some provision whereby the department will pay his travelling expenses?—A. That matter is under consideration.

Q. I have seen a memorandum to that effect. There is also an increased allowance under such circumstances for a married man of \$5 per week?—A. Yes, there is provision under 7633 for cases of that type when he is away from home. It relates very largely to vocational training. We have not yet had professional training cases to consider that angle.

Hon. Mr. MACKENZIE: There are special rights for pensioners, too.

The WITNESS: That is true. I might also say that as a result of the amendment to the Order in Council it will be possible in certain cases after March 1, as the minister explained recently in one of his public addresses, for these young scientists, and so on, to take courses in England, Scotland, Ireland, or elsewhere, if adequate facilities are not available in Canada. That concession is limited to special cases. You could understand, for instance, that a lad who enlisted in the Canadian army may have been doing special research work in glandular abnormalities, say, at Johns Hopkins University. He comes back and wants to return there. We could make provision to enable him to do so.

The CHAIRMAN: Any further questions?

Mr. HARRIS: I should like to ask one question. I will base it on something which perhaps the minister knows. Quite recently it has come to my knowledge there was a conference held in Ottawa with regard particularly to amputation

cases. One of the points under discussion was whether in the case of rehabilitating an amputation case as to the technique in fixing up a man with his arm off, we will say, the final result of giving him an artificial arm would be one of utility or one of wearability or suitability for walking out, and so on. In other words, if a man has his arm off is it the policy to just put a stump on so that he can go to work with that arm, or is it the policy to give him a hand so that perhaps he would not be embarrassed to the same degree as if he just had a hook on for utility purposes? I just wondered whether the witness had an opportunity to sit in on those discussions. If he did, he perhaps knows whether in regard to amputation cases they specialize on the utility to the individual rather than the wearability of the artificial limb that is given to him? I wonder if Dr. Weir can give us any information.

Hon. Mr. MACKENZIE: I am fairly familiar with that situation. We try to combine both the utility principle and the other principle that you mentioned. I think that in orthopedic work Canada since the last great war is ahead of any other country. We have a splendid section.

Mr. HARRIS: I was going to ask before you complete your statement, are you thinking of giving them both artificial contrivances, one for utility, and one to wear out on Sunday?

Hon. Mr. MACKENZIE: I do not think there is any definite decision in that regard, but it is a very fine suggestion. We have always consulted the Amputation Association themselves. We have a placement officer in our organization straight from their organization working within our branch and helping us to place these men in jobs that are particularly adapted to men with these disabilities. The results are really marvellous. In this war already we have placed quite a large number of amputations cases with the guidance of men like Dick Myers and Eddie Baker from Toronto, who give us their best opinion. Then we have Major Bell in our own department who is very well qualified. I have had no complaint in regard to orthopedic appliances, but I will carry your suggestion in mind.

Mr. HARRIS: I would just like to put on the record that I am of the opinion we ought to give consideration to giving amputation contrivances both for utility and service, and for the wearability or adaptability for wearing out. I will qualify that by saying that if the government is not able to give both contrivances I am quite satisfied there are sufficient patriotic organizations of one kind and another in Canada to provide the extra unit. I just wanted to put that on record.

Mr. DUPUIS: Dr. Weir spoke about the graduates of universities, doctors and dentists, and so forth. I should like to have assurance from Dr. Weir that equal opportunity has been given to each and every university according to the proportion of their graduates. I mention this very freely because I am a McGill graduate myself, but lately an opportunity was given to graduates in medicine to enter the R.C.A.F., and in Montreal they took them all from McGill University with the exception of one from Montreal University. I do not know what is the cause of that. I am sure that your department would give equal opportunity to each university irrespective of the place where it is situated.

The WITNESS: I am not familiar with the incident to which you refer but I can assure you there is no intentional discrimination so far as the universities are concerned. I do not think really that there is any discrimination in the matter mentioned. I do not know who selected these doctors to whom you refer; but I should think in all likelihood they probably were selected on grounds such as merit,—or for what those responsible for the selection considered to be adequate reasons. However, I am not familiar with the incident to which you refer and I am sorry I cannot give you a specific answer.

Mr. DUPUIS: While you are discussing that question, Dr. Weir, you said that a certain number of students had been selected to become counsellors. I should like to know what proportion has been granted to Quebec. I do not want to appear parochial, but I am so interested in this technical training and the choice of those who are qualified that I am anxious to see that a sufficient number of these counsellors take care of our population in Quebec. That is my only end. I wonder how many from Quebec have been chosen in the number that you mentioned a minute ago.

The WITNESS: Again I regret I cannot give a specific answer to that question. I referred to between thirty and forty of these young men in the R.C.A.F., who were taking courses in counselling at Rockcliffe. I could not give you their provinces of origin but we will certainly welcome any courses in counselling that Laval or Montreal Universities care to prepare.

*By Mr. Dupuis:*

Q. Have they been approached?—A. All universities are approached in the same way. We do not approach one university differently from any other university.

Q. Yes, I am sure of that.—A. As a matter of fact we answer specific letters from certain universities in specific ways; but whenever we are dealing with a problem, that concerns university education in general, all universities are approached on the same footing.

Q. There is another point that Dr. Weir brought up. As to these students who are to receive grants to finish their education he mentioned that dependents were going to receive certain allowances, the first child \$12, the second child \$10, and going down, down, down. I think it is a bad principle. I know that a student generally is not a father of a very large family but the principle is bad in itself. I think no matter if it is the third, fourth or fifth child they should receive the same allowance. I cannot understand any attempt to vary it according to the rank of the child.

Mr. CASTLEDEN: After four it is always the same, is it not?

The WITNESS: I might explain in that regard we have adopted the scale of the Dependents Allowance Board. From the point of view of uniformity it is desirable that you should not have one scale applicable in one department of the government and another scale in another—such as the defence department.

Mr. DUPUIS: If it is wrong in all departments it should be rectified. I think the cost of keeping a child is the same no matter what the rank of the child.

Mr. MACNICOL: It is not often that we have the minister with us because of the tremendous demands on his time. However he is with us at this our first session, and I want to say that I was greatly pleased with a statement he made some time ago—I believe while he was in the west—namely that the department had plans for a large program of public works to take up the interim between the close of the war and the retooling of plants throughout Canada. I want the minister to feel that this committee is behind him in this. I cannot speak for the committee, but I believe we are unanimously behind him in that statement. I say that because after he had made the statement somebody else made a statement to the effect that post-war works would not be required and that it would not be necessary for plans to be made to provide post-war works. This committee represents about one-seventh of the House membership, does it not, Mr. Chairman?

The CHAIRMAN: Exactly one-seventh.

Mr. MACNICOL: Speaking for myself I assure the minister that he has the committee's support in his plans for a post-war program to provide employ-



ment immediately after the war. I was greatly pleased with the minister's statement, and I was displeased with the other statement, because having been through the period following the last war I know from experience that the minister is on the right track.

Hon. Mr. MACKENZIE: Thank you very much.

The CHAIRMAN: Any further questions?

Mr. CASTLEDEN: I wonder if the witness would be willing from his comprehensive survey to provide the committee at some later time with a statement of the facilities in buildings, staff, equipment and the rest of it which will be necessary to implement his complete program in adult education?

The WITNESS: That is one of the items of unfinished business, I think, that involves continuous study.

Mr. CASTLEDEN: I agree.

The WITNESS: I have been in touch with the ministers of education, deputy ministers, directors of technical education, in the various provinces in connection with a study of the vocational training capacities and facilities in these provinces. There are certain matters of government policy involved; for instance, what use is going to be made in the post-war period of crown companies, or crown plants for training purposes, and what use will be made of military establishments, and so on? These are problems that still are unsettled; but so far as provincial training facilities are concerned I have a fair, shall I say, appraisal of the situation now.

Mr. CASTLEDEN: Lt. Col. Bovey, who is chairman of the National Committee on Education of the Canadian Legion Educational Services, when he presented his report before the committee on November 29th, mentioned that there was going to be a requirement for considerable expansion. I think as a result of your survey you could give us a fairly good estimate of the probable requirements. It would be very valuable to us.

The CHAIRMAN: Any further questions?—A. At the meeting of the committee on the 14th of March we will have before us the Canadian Teachers' Federation. In connection with that, and with the evidence we had to-day, I should just like to draw the attention of the members of the committee to Colonel Bovey's evidence which was just mentioned, and to the fact that there was put into the record of the proceedings on the day when Colonel Bovey gave his evidence a letter from a school teacher at London, Ontario, with respect to vocational guidance along the line of the question asked to-day by Mr. Quelch. I have asked the president of the Teachers' Federation to send me in advance copies of the statement which they will give. As soon as they come I will see that each member receives a copy. If there are no further questions I should like to express our thanks to the minister and to Dr. Weir for the very helpful and enlightening evidence they gave us to-day.

The committee adjourned at 12.45 p.m. to meet again at the call of the chair.









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(SESSION 1944)  
Spec. Comm.,  
1944  
HOUSE OF COMMONS

(SPECIAL COMMITTEE

ON

# RECONSTRUCTION AND RE-ESTABLISHMENT)

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 2

WEDNESDAY, MARCH 8, 1944

WITNESS:

Dr. W. C. Clark, Deputy Minister of Finance and Chairman of the  
Advisory Committee on Economic Policy.

OTTAWA  
EDMOND CLOUTIER  
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY  
1944







## MINUTES OF PROCEEDINGS

WEDNESDAY, March 8th, 1944.

The Special Committee on Reconstruction and Re-establishment met this day at 11.00 o'clock, a.m. Mr. J. G. Turgeon, the Chairman, presided.

The following members were present:—Messrs. Authier, Bence, Bertrand (*Prescott*), Black (*Cumberland*), Castleden, Dupuis, Eudes, Ferron, Fraser (*Northumberland*), Gray, Hill, Jean, MacKenzie (*Neepawa*), Mackenzie (*Vancouver Centre*), McDonald (*Pontiac*), Marshall, Matthews, Nielsen (*Mrs.*), Purdy, Quelch, Ross (*Calgary East*), Sanderson, Turgeon and Tustin,—24.

Dr. W. C. Clark, Deputy Minister of Finance and Chairman of the Advisory Committee on Economic Policy, was called. He made a presentation respecting international post-war financing, was examined and retired.

On motion of Mr. Castleden the Committee adjourned at 1.00 o'clock, p.m. to meet again at the call of the Chair.

J. P. DOYLE,  
*Clerk of the Committee.*



## MINUTES OF EVIDENCE

HOUSE OF COMMONS,

March 8, 1944.

The Special Committee on Reconstruction and Re-Establishment met this day at 11 o'clock a.m. The Chairman, Mr. J. G. Turgeon, presided.

The CHAIRMAN: Gentlemen, we are now ready to proceed, and we will hear this morning Dr. Clark, the Deputy Minister of Finance.

Mr. CASTLEDEN: Mr. Chairman, before you proceed further, I wonder if something might not be done with regard to getting these committees to meet at different times on Wednesday. Some of us are sitting on this committee and others are sitting on the Election Committee and both have called their meeting for 11 o'clock. Now, would it not be possible to arrange our meetings so that they would not conflict one with the other?

The CHAIRMAN: I am afraid that that will be almost impossible. I talked yesterday with the chairman of the Elections Committee. A committee such as this in arranging for the calling of witnesses has sometimes to make definite arrangements weeks ahead. For instance, at our next meeting we will hear the Teachers Federation of Canada. They require two weeks to get organized to come here. At our meeting following that we will hear the Canadian Automotive Association, and they ask for two weeks' notice. Now, while other committees may decide in the meantime to sit, and they may want to sit on the same day, it is very difficult for us to make a change. Indeed, I did change the date of our meeting with the Teachers Association and I also changed the date of the meeting with the Automotive Association because we were asked to notify them some time ahead. However, I will talk with the other chairmen and see what we can do.

Mr. HILL: The other committees might be able to make different arrangements.

The CHAIRMAN: They have not got the same trouble.

Now, our witness to-day is Dr. Clark, Deputy Minister of Finance. He really does not need any introduction to the members of the House of Commons. Dr. Clark, besides being the Deputy Minister of Finance, is also the chairman of one of the most important committees which is helping to prepare for post-war activities, and I shall make no further introduction except to say to Dr. Clark that every member here has listened to his speeches and various observations and that we are all glad to have him with us this morning. I may say to you, Dr. Clark, that the members of the committee are entitled to ask questions at any time, but that this committee throughout its sessions has permitted witnesses to continue their presentation and then to subject them to questioning.

Dr. W. C. CLARK, Deputy Minister of Finance, called.

The WITNESS: Mr. Chairman and gentlemen, when Mr. Turgeon asked me last week if I would come before this committee this Wednesday and talk to the committee about the currency plans I readily agreed, because I wanted to have an opportunity of discussing some of these proposals with you in this committee. At that time "next Wednesday" looked to be a long time off, and there seemed to me to be ample time to do a certain amount of preparation and get ready



a prepared statement. Unfortunately, very much to my own chagrin and regret, Wednesday has rolled around and it is now here, and I have not been able to give any time whatsoever to the preparation of a statement. Therefore, I ask your sympathy and indulgence for such disjointed remarks as I may make this morning.

It may be that I shall put my foot in it several times, something which I might have avoided had I had time to prepare this matter beforehand. I shall, however, try to talk very freely and very informally to you. I shall base some of my remarks on a little talk I gave a few weeks ago in the city of New York, and that will help me out a bit. I intend also to stick to general principles rather than deal with the details of all these plans, because if we should get into details we would soon get hopelessly confused; and after all the details do not matter very much; they are likely to be changed a thousand times before any results come from these proposals. You may ask me questions, not only at the end of my remarks but as I go along, if I am not making the point I am trying to deal with clear at the time. However, if your general questions, your criticisms, and so on, could be saved until the end of my remarks that will, perhaps, facilitate my presentation to some extent. I also want to say that I speak this morning purely as a private person and not in any sense in my official capacity or with the approval of the government or with any endorsement at all on the part of the government.

Mr. Chairman, I suppose that practically all of the subjects with which you have dealt so far have been post-war subjects in the domestic field. However, there are international problems which we have to face such as this problem of international monetary stabilization, and if you have difficulty in getting agreement amongst yourselves as regards domestic problems I am sure you will recognize at once that it is going to be far more difficult for all of us to get agreement on some of these international problems, because they concern not only our own people but also a great many other nations of the world. We have to try to get some kind of solution which will appeal not only to Canada but also to other countries of the world; and unless we can find a general formula reasonably satisfactory to a very substantial number of nations we will fail to solve some of these international problems.

While this is an international problem I think it is one of great importance for Canada. I shall give only two reasons why I think so. First is our importance in the field of foreign trade. I think that it is a remarkable fact that this little country of less than 12,000,000 people is now the third largest trading country in the world. A total foreign trade last year of nearly \$5,000,000,000 for a country of 11,500,000 people is, I think, an astounding fact, and when I have mentioned it to some of my friends from other countries they could scarcely credit it. That means that Canada, every Canadian has a tremendous stake in a large and expanding international trade, and in an international trading system that functions smoothly and efficiently.

There is another point which is also very important as regards our situation, namely, the character of what the economists call our "international balance of payments." By that I merely mean that we in Canada, as you know, export more to the United Kingdom and to the rest of the empire, and also to Europe—a good deal more than we buy from these countries. The United Kingdom is our best customer. On the other hand, we buy far more from the United States—it varies somewhat in different years—than we export to the United States. We are also the largest debtor of the United States; and most of our international debt to-day is held in the United States.

Now, what does that mean? When we export this very large volume of goods to the United Kingdom or to other parts of the empire or to any part of the sterling area, we tend to pile up pounds sterling, as we get pounds sterling in payment; but when we come to buy in the United States we have to pay in

dollars. And unless we can convert the surplus pounds sterling which we get from our surplus exports to the sterling area—unless we can convert that into American dollars in order to buy the things which we need from the United States or things which we like to get from the United States—not only consumer goods but also raw materials and industrial equipment of various sorts—unless we can convert our surplus sterling into American dollars, obviously our lot is going to be very hard indeed. In the pre-war days currencies were normally interconvertible—you could change sterling into American dollars or into any other currency. As you know, however, when war broke out and England put into effect foreign exchange control for very vital war reasons, that link was broken, and we have had during the war really very great difficulty with our exchange problem.

Those two facts; first, the magnitude of our interest in external trade and, secondly, the structure of our balance of payments, make it, I think, far more important for Canada than, perhaps, for any other country in the world to get a sound and wise solution of this problem of international monetary stabilization.

With that introduction I shall proceed directly to the three currency plans which have been thrown into the arena of public discussion. As you know, there is the British plan, sometimes called the Keynes plan, because Keynes was one of its most important authors, (perhaps it has been unfortunate that several of these plans have been tied up with the names of individuals); sometimes the British plan is also called the international clearing union plan. Sometimes it is called the bancor plan because "bancor" is the new international unit of account which the Keynes scheme provides for. Then, in the second place, we have the American plan, or the White plan, as it is called, because its chief author was Dr. Harry White of the United States Treasury. Sometimes it is called the international stabilization fund plan and sometimes the "unitas" plan. All of these names or titles you will see used interchangeably.

These two plans, as you know, were made public in the month of April or May of last year. They were released for publication; and they were sent by the British and American governments to other United Nations governments, not with the endorsement of these governments at all, because the British government has not approved the Keynes plan and the American government has not approved the White plan, but as proposals that had been made by so-called experts in these two countries, proposals designed to solve this problem of international monetary stabilization. They were thrown out, not for discussion by governments, but for discussion by technicians and experts in other countries, and by the general public in order to get criticism and amendments which would be helpful in gradually evolving some plan that would command the general acceptance of the world. They were sent here for us to comment upon and we considered the matter on a technical level, and finally a group of so-called Canadian experts proposed an alternative Canadian plan. This plan was to some extent a compromise between the British and the American plans, and was designed to assist in getting agreement between the United Kingdom and the United States. It is a plan prepared and considered wholly on the technical level, and, as I have said does not in any way carry the endorsement of the Canadian government.

Now, the ultimate objective of all three of these plans is to assist in promoting and reviving international trade—promoting its expansion in the future as an essential condition of world prosperity. To accomplish that long run objective one might say that the plans have three main immediate purposes: one, to provide for reasonable stability of exchange rates and an orderly procedure for their determination and their alteration in the future; secondly, to provide to all countries access to liquid foreign exchange resources, in order to reduce the danger that economic and commercial policies in the transition period immediately after the war will be largely determined by a shortage of



foreign exchange and to enable countries thereafter—that is to say after the transition period is over—to be guided in their economic and commercial policies by long-run considerations when faced with a temporary shortage of foreign means of payment. Now, that is a pretty large mouthful, and I will come back to that and make it a little clearer. The third primary purpose is to provide an agreed method and mechanism for securing the adjustments required to keep the current account receipts and payments of countries in reasonable balance.

Briefly stated, the plans envisage that the participating countries—all countries which join in the union or fund—are to agree together through the new agency on the exchange rates that they will adopt after the war; on the general nature of the circumstances under which and the procedure by which they will agree to alterations in such rates; and on the establishment of an international fund on which each country may draw up to specified amounts and subject to certain types of conditions at various stages with a view to maintaining a reasonable balance in their current account receipts and payments.

Now, I am going to start with the second of these primary or proximate purposes of which I have spoken: the provision of liquid resources to the member countries. What do I mean by that? Well, take a look at the post-war world and see the conditions that are going to face various countries. Take the United Kingdom and the rest of Europe, take all the liberated countries and all countries that have suffered acutely from the war. Each of these countries is going to end the war with distorted and disorganized economy. It is going to be very difficult to get these economies back working smoothly and efficiently, producing the maximum amount of goods and sufficient exports that will enable them to get adequate foreign exchange resources. In the second place, you are going to find them in great need of imports of goods from other countries for reconstruction and rehabilitation purposes. Consider the devastation that has to be undone; consider the rebuilding that must go on. The demand of some of these countries for goods from other countries not so seriously affected by the war is going to be very great. That means that they are going to have to import a great many things, and if they are going to pay they will have need for foreign exchange reserves—the currencies of other countries, or gold or something that the other countries will take in payment for imports from them.

Let us look also at other very important things that have happened to these countries. Take the United Kingdom. In the pre-war years the United Kingdom had very large holdings of foreign securities, foreign assets which could be changed into foreign currencies by sale in the countries in which they were situated, large holdings of gold and of United States dollar balances, and also bank balances in other countries. The United Kingdom also had a very large merchant marine which rendered services to other countries and foreign means of payment. Now, the United Kingdom's holdings of foreign securities and other foreign assets have gone down very, very materially, because they have had to be used for war purposes. Her holdings of gold and United States dollar balances and other foreign currency balances have decreased enormously for the same reason. Coupled with that she has built up a very large external indebtedness. India and countries in the Middle East and South America hold very large amounts of accumulated sterling which, from England's point of view, represents an external indebtedness. Finally, you know what has happened so far to England's merchant marine: certainly the merchant fleets of several other countries in the world have increased enormously. Probably, therefore, England's foreign receipts from merchant shipping in the post-war period will not be as great as before the war.

For all these reasons, Britain and other European countries are going to be short of foreign means of payment, foreign currencies or gold or other assets



which can be converted into foreign means of payment. Those countries, including the United Kingdom, are going to be short of these resources, which are necessary if those countries are going to be able to buy the imports which will be needed for reconstruction purposes. Now, that is why it is so important to get a fund, to get some mechanism by which a supply of foreign means of payment is made available to those countries after the war. If there is not some kind of fund upon which those countries can draw, what are they going to do? They are going to take the shortest and easiest way of trying to solve their own problems; they are going to enter into bilateral trade and currency deals with other countries, and adopt protectionist policies. They may import certain things vital for reconstruction purposes, but prohibit the importation of consumer goods and of anything they can make at home. As the result of that type of situation I would fear that we would just repeat the kind of errors which the world made in the thirties; and probably the situation would be far worse because the dynamite lying around is all the greater than it was in the thirties. One of the primary purposes, then, of these currency plans is to provide a fund upon which countries can draw in order to meet their foreign requirements, pay for their imports from foreign countries during this transitional period and later and in order that it will not be necessary for them to adopt restrictive "beggar-my-neighbour" policies. Therefore, you will find that all through the currency plans, great emphasis is laid on the setting up of that fund of liquid foreign exchange resources. They do it in somewhat different ways. The British plan for an international clearing credit union is, as you know, just an application to this international field of the so-called "banking" principle. The union starts out without any funds whatsoever. There are no subscribers and no subscriptions. Each country, however, is given a so-called "quota" in the union which consists merely of a line of credit with the union entitling it to borrow up to specified amounts subject to certain conditions beyond certain points. That borrowing from the union is done in terms of a new international currency which Lord Keynes calls *bancor*. How does it work? Well, if a country through its treasury or through its central bank draws on its quota the union's books will show on the assets' side a loan in terms of *bancor* to the country drawing the cheque, and on the liabilities' side a deposit in favour of the country receiving and depositing the cheque. The country's surplus or deficit on current account would thus be revealed by its *bancor* credit or debit in the books of the union. In other words, let us say, as is likely to happen, that the United States will be a great creditor country after the war and will be selling abroad far more than it is buying from abroad. In that event the United States will be piling up in the books of the union a great volume of *bancor* credit; it will be selling more than it is buying, and the surplus will be credited to it in the form of *bancor* in the books of the union. Similarly a country which is a debtor country on current account will have a debit against it in the books of the union. That is, very briefly, the way it works. The quotas that are assigned to the various countries under the British scheme are assigned to them on the basis of their relative importance in international trade. I think Lord Keynes took a 3-year pre-war average and allotted quotas to the various countries based on their relative shares of international trade. Briefly, then, this clearing union which Lord Keynes envisages is really a bank without subscribed capital, creating its own funds, providing a new international currency called *bancor*, and using what we would call the overdraft principle. This principle, by the way, is not used in the United States, and that is one of the reasons it is difficult for the United States to accept the Keynes plan.

Passing from the Keynes scheme for a moment to the White plan, here you have something perhaps easier to understand, something much more orthodox or conventional. Under the White plan there is a real fund set up to which the

various countries subscribe. They subscribe in terms of gold or their own currencies, or in some cases their own government securities, in certain stipulated amounts. The amounts they are to subscribe are based on the quotas which they are given. Here again you have a scheme of quotas allotted to the various countries. There is this difference, however, between the British and the American schemes in regard to quotas, that while the British quotas are based on the relative importance of the countries in international trade, in the American scheme the quotas are based on a formula that takes into account the gold holdings of each country, its national income, and the fluctuations in its balance of trade. The British formula would give a bit more weight to the British, as a matter of fact, and the American formula would give more relative weight to the Americans. The White plan originally provided for a fund of "at least \$5 billion," and I think they had a general idea that the American quota in that fund would be something of the order of \$1,300,000,000. Part of that would have to be paid up in gold (although the United States might of course wish to pay all of it in gold) and the rest would be paid in United States dollars.

Now, under this plan a country's surplus on income account would show itself in the rate at which its initial subscription disappeared from the fund. What I mean is this. Take the case of the United States again, which is likely to be a great creditor country after the war. If it is a creditor country it is selling more goods to other countries than it is buying from those other countries; and, consequently, the other countries have to get American dollars to pay for that deficit. They would draw on the fund's supply of American dollars, and the tendency would therefore be for the American dollar assets in the fund to disappear from the fund. On the other hand, if a country had a deficit, this would show up in the accumulation of that country's currency in the fund. In other words, if a country was in a deficit position, buying more from other countries than it was selling to them, it would be turning over its currency to the fund all the time, and the fund would be accumulating a substantial amount of the currency of such debtor country.

Now, those were the two schemes that were thrown into the arena of public discussion last spring. We, examining the two schemes, could see merits in both and certain limitations in both. I think it will be clear that the Keynes scheme seems to be a bit more logical, more elegant, if you like. It would work very simply. It would really be not much more than a set of books, and it would have the great advantage of revealing at all times the state of unbalance of the international accounts of each of its member countries. The American fund, on the other hand, would be a real fund consisting of a mixed bag of currencies, all or most of the currencies of the world; it would be a more difficult thing to operate, and would involve more active day-to-day management. We felt, however, that such differences between the two plans were not fundamental. Each was trying to serve exactly the same purpose, and the differences were more of detail than of substance. The point that weighed most heavily with us was this: there did not seem to be any possibility of getting the United States to agree to the bancor plan, the Keynes plan, because it involved an unlimited commitment, or at least a very high commitment. Under it the United States might find itself under certain fairly normal conditions building up a supply of this bancor to the extent of \$8 billion or \$9 billion, and under certain hypothetical conditions and subject to certain checks their supply of bancor might run up towards \$36 billion. The question was: Was it realistic to assume that the United States would be willing to lend even the smaller of these amounts of money to other countries of the world for the purpose of exchange stabilization? I think they themselves very quickly made it clear that there was not a chance in the world of getting agreement between those two great countries on that particular point. The unlimited commitment, the huge size of the commitment, was a feature which I think made it impossible

for the United States to accept the Keynes plan. I speak frankly, here, and I hope the press will not play up these remarks too much. There was another objection from the American point of view, to which I have referred, namely, that the Keynes plan was based on the overdraft principle, which is practically not understood or recognized in United States banking circles.

When we came to the conclusion that even the appearance of an unlimited commitment in an international monetary organization would make the plan politically impossible in certain creditor countries, we were driven, of course, to the suggestion of a plan somewhat along the lines of the American plan; that is to say, a fund with certain fixed limits to it, with a limited size, and consisting of a mixed bag of currencies in somewhat the same way as the American plan does. There are, however, important differences between the Canadian suggestions and the American plan.

Perhaps the most important difference is the size of the fund. As I stated a few minutes ago, the American plan suggested that the fund ought to be at least \$5 billion in size, but considering the magnitude of the problems that are going to face the countries of Europe once the war is over, we felt that a fund of \$5 billion was not sufficient to do the trick. We are sure of it. I think it is generally realized now that that sum is too small. Hence we provided for a fund that was to have initial capital resources of \$8 billion, and was subject to 50 per cent increase by certain borrowing powers that were provided for. In other words, we provided for a minimum size of \$8 billion and a maximum of \$12 billion. Now, nobody can say exactly how large a fund is going to be necessary. Nobody can say that \$12 billion is the only right amount. We can only find that out by experience, if we allow experience to have a chance. But we felt that it was better to err, if we were going to err at all, on the side of having the fund too large rather than having it too small. We felt that having a fund that would seem to be too small to many people ran into two main dangers. If you have a fund that appears to certain countries to be too small, what will happen? They will feel that their foreign exchange difficulties will be too great to be solved by this currency stabilization plan, and they will immediately rush into those bilateralist currency and trade practices to which I referred a few minutes ago. They will say: "There is no salvation for us in this currency plan. We had better try to do everything else we can to save our own skins"; and they will start along the path of bilateralism in trade and currency policy. And as soon as you get two or three countries following that line, I am afraid that by contagion and repercussion that kind of thing will spread throughout the whole world, and we will be back again to the conditions we were in during the thirties.

Secondly, we felt that too small a fund would lead to the general belief that the supply of certain currencies, chiefly American dollars, would be likely to be inadequate. As soon as it became apparent or tended to become apparent that American dollars or other currencies were likely to be scarce, there would be a run to make purchases payable in the scarce currency or to make payments due in the scarce currency. Thus you would have all the dangers that you face when you have a weak bank in trouble: as soon as people suspect it is weak they all run on it, and it goes bankrupt. So we felt that the cost of providing a few billion dollars additional in order to make a fund which might appear to be too large was a wise provision, that it was far better to err on that side than to err on the side of a fund that looked from the beginning to be too small.

I have been talking thus far of the first of the main purposes of the fund, namely, the provision of liquid foreign exchange resources to member countries. I wish now to speak for a moment on the second function, which is the assurance of reasonable stability of exchange rates and some kind of orderly procedure for their determination and their alteration. I do not think one needs to stress how important it is as a factor in facilitating and encouraging trade



that there should be some reasonable assurance of stability in exchange rates. If you talk to the business man, the exporter, for instance, you will find him stressing the fact that if he does not know what the value is going to be of the currency in which he is taking payments for his goods, that is the most serious deterrent that you could possibly have to the expansion of international trade. Similarly it is obvious that you cannot have much international long-term investment unless there is reasonable assurance of stability of exchange rates, and it is probably true that the problems which the world will face in the post-war period are going to require a considerable amount of long-term international investment if the problems of some of these countries are going to be solved and the world is going to come back to some reasonable degree of prosperity.

As illustrating the reason why some kind of reasonable stability of exchange rates is important, take our own position or that of any other country that is trying to work out commercial policy arrangements with other countries after the war. You may conduct tariff negotiations with another country, and you may get to an agreement on what tariff rates ought to be, but if you are frightened, let us say, that that other country will depreciate its currency by 10 per cent, 20 per cent, 30 per cent or some other per cent, shortly after your treaty is made, you are not going to enter into the arrangement. Frankly, I do not see how the nations can really agree on post-war tariff arrangements unless they can see more clearly than is now possible what the exchange situation is going to be. From Canada's point of view, of course, the most important single point in this connection is that the United Kingdom and the United States should agree on their exchange ratio, that we should know what the pound sterling and the United States dollar exchange rate is going to be. But that is not enough for our purposes. That cross rate between England and the United States might be all right, and we might set our own exchange rate in keeping with that pound sterling-United States dollar rate, but if Argentina or the Scandinavian countries or some other important competitors of ours can undercut us in the markets of the United States or the United Kingdom as the result of exchange depreciation, then the situation from our point of view is not going to be very happy. So these schemes do provide, not for absolute fixity of exchange rates but for some reasonable stability of exchange rates. They provide for agreement with the fund as to the rate at which you start, and they provide for an orderly procedure for changes in the rates after the fund has got started.

Now, in this connection I would like to refer for a minute or two to certain criticisms that have been made of the three currency plans, chiefly by New York bankers. They are inclined to feel that these plans, which are based on an international approach, are too bold and ambitious, and they suggest instead certain alternatives. You will find one group of world bankers suggesting that all we need to do is to wait for the return of the old or traditional gold standard. Well, I think those who are at all familiar with the conditions and the state of public opinion in various countries realize that that is a forlorn hope, that you are not going to get an automatic restoration of the old gold standard by all or substantially all the leading countries. Those who are looking for that are just day-dreaming. Remember in this connection that from our point of view, and I think from the point of view of practically every other country in the world, the major thing is to get all countries that are important in international trade under some common monetary agreement or standard and subject to some common code of behaviour.

Another scheme that is suggested by some of these bankers and certain economists is the so-called "key currencies" approach. Now, what that means is that the leading countries would get together and agree on their exchange rates, and then minor countries would follow along after this initial agreement had been reached. Typically, they start by saying that what is needed is for

the United States and the United Kingdom to get together and agree on the pound sterling-American dollar ratio, and then have, say, the Federal Reserve Bank of New York agree to make a loan to the Bank of England or to the British Government which would enable that agreed rate of exchange to be held regardless of the immediate influences upon it. In other words, you would have a direct credit from the United States to the United Kingdom, and each of the smaller countries would then pivot around either the American dollar or the British pound sterling. Well, it seems to me that there are certain real objections and limitations to that kind of approach to this problem. In the first place, it seems to me obvious that if there are political objections to the international fund approach, say in the United States, there would be far more serious objections to the direct credit from the United States or from the Federal Reserve Bank to the United Kingdom. There is more likely to be political difficulty, friction and trouble going down through the years as the result of that kind of direct credit.

In the second place, obviously it means that you split the world into a sterling area, and a United States dollar area, each country and each currency having its own satellites. I do not know where we would come in on that basis, because the pound sterling and the United States dollar are about equally important from our point of view. Certainly it suggests a bilateralist type of approach, and I think it would be bound to lead to development along the line of bilateralism and discrimination in trade and currency.

I have not gone into the details in regard to the second purpose of the currency plans regarding the determination and alteration of exchange rates, but I think probably I have said enough to give you the broad idea.

The third of the purposes of these plans is to provide a method and mechanism for securing the adjustments required to maintain equilibrium in the current account positions of member countries. What do I mean by that? Let us say you get this thing started and it works very well for a year or two, and then some country gets chronically out of balance. What are you going to do then? Well, there are provisions in all these plans which attempt to take care of that kind of problem as effectively as can be done without real impairment of the sovereignty of countries. There are provisions, in the case of a debtor country which are intended to safeguard against it getting into a chronic deficit position and provisions gradually to bring about a correction of the conditions which are responsible for such a chronic deficit position. Similarly where you have a creditor country which tends chronically to be out of balance, there are also certain measures to be taken and certain suggestions made as to what should be done. The position of a creditor country is one to which all three plans give a good deal of attention. There is much fear that one or more great countries may insist on selling exports to the world without being willing either to buy goods from the rest of the world or to make long-term international loans in order to keep their positions in balance. There are detailed provisions in the plans which I will not go into in detail, to meet, as far as may be practicable, that kind of problem.

I would like now to say a word about the control of the union or fund or the allocation of voting strength amongst member countries. Under the British scheme the voting strength is allotted on the basis of the quotas. Under the American plan the voting strength is related again to the quotas, but with certain provisions whereby veto power is given to the United States. We considered those provisions, and we felt that the only way to run a plan of this sort was with one exception to have the democratic principle prevail. In other words, we provided that the decisions should be taken by the fund by simple majority vote. We recognized, however, that there might be some creditor countries who would be greatly worried about what would happen if a number of debtor or deficit countries got together and voted to follow policies against

the interest of one or more of the great creditor countries. We felt that the most satisfactory answer to that type of problem was to give the right to any country to withdraw from the union almost overnight. That seemed to be the only way in which you could protect against that type of situation and remove the fears of certain countries that if they went into a union of this sort their interests might be adversely affected by a group of other powers. Under our scheme if that sort of thing happens you can get out of the union on thirty days' notice. It seems to me that that provides pretty effective protection. The union, after all, is a sort of club that we all join in order to get certain benefits or advantages. Well, you have to subscribe to certain conditions of membership, as you do in joining any club, and you get advantages when you are in; and if you ever reach a point where you are not in agreement with your fellow members you can resign. In our proposed club, you are allowed to resign on thirty days' notice.

There are a good many other points I could mention, but I want to conclude with one general reference. I said I thought it was important to have some kind of plan that will solve this problem of monetary instability in the post-war world, and provide a sound basis for a healthily functioning international trade. I think those Canadians who have been interested in these plans are not wedded to any particular plan at all. They are very anxious to get a plan that will be generally acceptable, and that will have a fair chance of working. There is no pride of authorship, no rigid adherence to this, that or the other detail. We feel that you cannot approach this problem of international collaboration in that way. If we are going to have an international scheme at all we must get something that is acceptable and commends itself to the judgment of the world, so to speak. I say we think it is fundamental to have a solution to the exchange problem and one that will be reasonably acceptable. However, we do not think that any such currency plan represents by any means a panacea for all the post-war ills of the world. As a matter of fact, we feel that unless a great many other things are done the plan will not work, it is bound to break down. As I said in this little talk I gave some time ago, it seemed to me that there were six great problems that have to be solved more or less *pari passu* with each other.

First is the problem of political security. Unless we can get reasonable assurance of a stable peace there can be no real economic prosperity for the United Nations. And there is a vicious circle here, for I think it is just as true to say that unless we can solve the problems of economic prosperity I do not think we have very much chance of maintaining political security or a peaceful world for any long period of time. Maintaining peace or political security is therefore the first problem.

Secondly, I mentioned the problem of commercial policy. That is to say, the reduction or elimination of tariff barriers and other obstacles to trade which in the twenty-five years before the war tended to choke the channels of international trade and strangle economic development. I think we must have some more enlightened policy, some freeing of the channels of international trade if we are going to solve these other problems.

In the third place there is the problem of long-term international investment. If you look at the post-war world from the international point of view you will find it is breaking up into three periods, I think: first, your immediate transitional period following the end of the war when you will have a problem of relief, feeding starving people, meeting their minimum clothing requirements and so on. That is a problem that UNRRA or the United Nations Relief and Rehabilitation Administration is designed to solve. The second period is that sometimes called "reconstruction" or "rehabilitation" when you will have a problem of rebuilding homes and factories, etc., in the devastated countries. Lastly, there will be the long-run problem or period of restoration of



these various economies of the world to a healthy functioning condition. During this period, I think, in certain countries at least, you will have to have some kind of revival of long-term lending if we are going to have anything like optimum prosperity for the world as a whole.

The fourth problem I mentioned, was the problem of instability in food and raw material prices, the sort of thing that we have seen for a great many years in the past, the tendency for the prices of foodstuffs, other agricultural products and raw materials to be subject to sudden and extreme swings or fluctuations, more or less coincident with the movements of the business cycle. It seems to me that we have to find some way of smoothing out the fluctuations of these prices, of stabilizing the prices of foodstuffs, agricultural products and raw materials, if we are going to do the other jobs that have to be done.

Fifthly, there is a fundamental domestic problem of re-converting our economies to peacetime production and of maintaining thereafter that high and rising level of economic activity which has come to be known as full employment.

Lastly you have the problem of monetary stability which I have been discussing.

Those are the six major problems, it seems to me, which have to be solved more or less *pari passu* with each other.

I will conclude with a sentence I used in this earlier address. I mentioned these six problems, and said:—

I am afraid there are six legs to the stool which I have been erecting but I can assure you that it has all the characteristics of a three-legged stool. All six legs are necessary if the stool is to stand up. Concretely, no international monetary organization, however perfect its form or capable its management, can long survive violent economic distortions resulting from economic warfare based on political fears, from bilateral trade and currency practices, from persistent refusal of creditor countries either to accept imports in payment of the service on their foreign investments or to continue investing their current surpluses abroad, from drastic fluctuations in food and raw material prices such as characterized the years between the two wars, or from the failure of the leading countries to achieve a common and reasonably synchronized policy for the maintenance of a high level of internal economic activity.

If this be true, is the over-all problem so vast and many-sided that we must be defeatist? Are we to despair, and give up these plans because so many critics point out that they will not accomplish this or that, that they overlook this or that related problem, that they will break down unless this or that is done? Surely, we cannot afford to be defeatist! Surely, two world wars in a quarter century must have taught this generation something! Surely, they must at last have taught us that, if we are to survive, we must seek to unleash against our common peacetime problems all the resources of the human mind and the human heart which, when applied to the problems of war, have resulted as we know in accomplishments little short of the miraculous!

Now, as I say, any of these plans, modified as you like, will not do the whole trick, will not succeed unless real progress is made in solving these other problems; but I do think that they have a chance of contributing to the solution not only of the problem of monetary stability but also of the other problems as well.

The CHAIRMAN: Ladies and gentlemen, we have had a very clear exposition of Dr. Clark's views on the steps that must be taken to bring about stabilization of international currencies, which he thinks is necessary for world trade in the post-war period. Your steering committee that asking Dr. Clark to come here

to-day to give us his views on that particular matter was a good way of initiating any discussion with respect to international matters and financial matters generally.

The meeting is now open for questions.

*By Mr. Quelch:*

Q. Am I right in thinking that Dr. Clark is chairman of the Advisory Committee on economic policy, and that that committee has absorbed the James Committee on Reconstruction, so that his committee to-day is the main committee dealing with post-war reconstruction and rehabilitation?—A. I think you are substantially right.

THE CHAIRMAN: Dr. Clark did tell us, of course, that he was speaking for himself.

*By Mr. Quelch:*

Q. I was interested in some remarks made by Dr. Clark at the time he requested the press to "soft pedal" his statement that it might be necessary to tie your international currency to gold, due to the fact that the United States are the large holders of gold reserves to-day. That same attitude was taken by Keynes, and he makes it quite clear in his proposals that in his opinion international currency could be put into operation without tying it to gold, but due to the fact that the United States held a very large proportion of gold reserves it was very doubtful whether the United States would accept any proposal which did not depend to a very large extent upon gold, and therefore he thought that the gold would have to be brought into the picture in order to satisfy the United States.

THE WITNESS: Pardon me. May I make one point? I do not think that is what I said at all. When I made the reference to the press I was talking of the size of the fund and the general nature, of the commitments in the fund, not speaking of gold at all.

*By Mr. Quelch:*

Q. You did refer to the question of gold, and said it was very doubtful that the United States would agree to any proposal which did not depend to a very large extent upon gold?—A. I did not say that.

Q. Well, perhaps Keynes made that quite clear in his proposal, and I understood that Dr. Clark was taking a somewhat similar attitude. On the other hand, if we are tying ourselves up to a proposal in order to satisfy to a large extent the demands of the United States and such a proposal in the future brings about international friction, we are not going to help the situation very much. To-day we recognize our responsibility in regard to providing goods to other nations in war time, and look upon it as a moral obligation. Dr. Clark points out that after the war there will be certain nations that will be unable to purchase imports; they will have neither foreign exchange nor exports with which to secure foreign exchange. That is true, and it seems to me that after the war for a number of years the same moral obligation that exists to-day to provide goods under the mutual aid or lease-lend schemes, goods which probably should be in the form of a gift, should exist for a number of years after the war in order to rehabilitate those countries that have been devastated as the result of the war. Fortunately we are in a geographical position where we are not suffering from that condition, but it is our moral obligation to help to restore the damage in these devastated countries just as much as it is to help win the war. I think that provision should be recognized and that instead of making loans we should make gifts of the necessary goods, and when those nations have become rehabilitated and have their industries restored and are able to produce, in a majority of cases those nations will be anxious to export

goods in payment for their imports. So I think there is a clear-cut line there. First of all it is a question of rehabilitating nations and putting them on their feet so that they will be in a position to pay for imports with exports, and once that is accomplished I think our whole endeavour must be to devise a scheme whereby nations will be able to pay for their imports with exports. The provision for credits cannot, I think Dr. Clark will agree, take care of a long-term unfavourable balance of trade. The three proposals, in my opinion, place the main responsibility for rectifying that condition upon the debtor nations. It is true there is a provision for a small tax on the creditor nations, but that would not be sufficient to influence a creditor nation to make it accept imports in full for its exports. In the recommendations to the creditor nations it is definitely stated that creditor nations are not compelled to carry out the recommendations. On the other hand, the recommendations to the debtor nations must be accepted. Certain recommendations the debtor nations will have to put into operation. That is to say, if the debtor nation exceeds its quota of international currency it has to accept certain proposals from the international authority and carry out certain changes in external and internal policy. Dr. Clark says the debtor nations have the right to withdraw, but they have only the right to withdraw after they have given notice for a certain length of time, and they have to be in a position to adjust their liabilities to the satisfaction of the international union. It is very doubtful if they could do that. So that as the result of these proposals you have a position where the debtor nations are under the absolute dictatorship of the international union, and are unable to withdraw because they cannot adjust their liabilities to the satisfaction of the international authorities.

Dr. Clark is probably familiar with the proposals that have been put forward by the London Chamber of Commerce, which is probably the greatest organization of its kind in the world. It has a direct membership of 9,000 firms affiliated with 39 industrial corporations which have a membership of 50,000. The London Chamber of Commerce take just the opposite attitude to that of these three proposals. They claim that the main responsibility must rest on the creditor nation, and therefore their proposals suggest that the creditor nation should take steps that will make it possible for the unfavourable balance of trade to be liquidated, and if they do not that debt will be wiped out. They provide for the stabilization of the exchange rate of currencies of the world on the basis of the purchasing power of a country's money internally and an agreement to stabilize price levels in so far at least as exports are concerned. It provides for a clearing house through which the various balances can be exchanged, and then if a creditor nation refuses to accept imports in payment for exports over a period of time that credit would be cancelled. The Chamber of Commerce points out that all the debtor nation can do is give the creditor nation a claim against its goods; it cannot compel the creditor nation to buy, and if the creditor nation refuses to accept any goods from the debtor nation the debtor nation should certainly not be penalized by, for instance, being asked to reduce its general price level so that other nations would be more willing to buy its goods. It seems to me that the whole success of these proposals would depend upon a nation organizing its internal economy in such a way that the people will be able to buy the total production of the country or the production of other nations for which its own production can be exchanged. I see a very doubtful future for any international organization if they cannot do that. It could be overcome temporarily by long-term loans, but that would only aggravate the situation because eventually you would have to accept goods in payment of interest on that loan, and unfavourable balances to that extent would be still further aggravated. On the other hand, if long-term loans were utilized to build up industries that nation would become an exporting nation and you



would have a very bitter fight on the question of international trade in the near future.

I would like to go into the question of the way the nations could organize their internal economies in order to maintain effective production so that they will be in a position to trade freely with other nations. Perhaps Dr. Clark would like to say whether he agrees with the proposals put forward by the London Chamber of Commerce? No doubt Dr. Clark has made a study of those proposals.—A. In the first part of his remarks, Mr. Quelch proposed a very idealistic solution of some of the early post-war-year problems. In other words, he suggested the continuation of mutual aid or of gifts to other countries which could not pay for their necessary imports.

Mr. QUELCH: Due to war devastation.

The WITNESS: I take it he means very much more in that connection than is implied by the UNRRA recommendations. That, as I say, is a fairly idealistic solution. If he could get that solution accepted by most of the countries of the world I would wish him a lot of success. I think, however, that you will find that even in war time there is a considerable criticism of mutual aid to allied nations for assistance in the conduct of the war, and I would be rather fearful that it would be much more difficult to get acceptance of that solution by a great many countries of the world in the post-war period when the fervor of patriotism is not running so high amongst the peoples of the United Nations. I would think that perhaps he is placing too great a strain on human nature, at least in certain countries, when he suggests that you could rely on that mutual aid approach continuing for a substantial period after the war, particularly when you remember that in the post-war period you will find these countries that are being liberated not only buying vitally important necessities, but also buying a great many other things which will appear to people in the nations giving the mutual aid as luxuries and not as necessities at all.

*By Mr. Hill:*

Q. Each country would have to tax itself?—A. Yes, to give to other countries. I am afraid there would be a feeling on the part of certain people that those other countries could very well afford to pay for some of the things they were buying. Mr. Quelch also made a point about the difference in the treatment between debtor and creditor countries under the plans, suggesting that the treatment of debtor countries was far more strict and mandatory than in the case of the creditor countries. I do not think that is really a fair reading of the three plans. I think all three plans recognize very clearly and emphasize very strongly the obligation that the creditor country is under to do the things that will get it out of that chronic creditor position and enable the world really to function as a whole. In the case of the creditor countries I might read very briefly what I said in this address about what is provided in respect to creditor countries:—

All three plans recognize that surplus countries may be equally responsible with deficit countries for creating disequilibria in international exchange. To illustrate the general application of the plans to surplus countries, let me take the major provisions of the Canadian plan. When the union's operations have resulted in net sales of the currency of any member to the extent of 75 per cent of its quota, the union may attempt to arrange with that country a program of capital investment or securities repatriation in order to increase its reserves of the currency in question. When net sales of a currency have reached 85 per cent of a country's quota, the union has the authority and the duty to render to that country a report analysing the causes of the depletion of its holdings of the particular currency and making recommendations in regard to monetary and fiscal policies, exchange rate, commercial policy, and

international investment, believed to be appropriate in order to restore the equilibrium of the international balances of the country concerned. The union has also the right to enter into arrangements with any country to borrow additional supplies of its currency on mutually satisfactory terms, and, when the board believes that the anticipated demand for any currency may soon exhaust the union's holdings, it is required to propose a method for the equitable distribution of the scarce currency together with suggestions for helping to equate the anticipated demand and supply. When it finds it necessary thus to ration a scarce currency the board is required to re-examine prevailing exchange rates and recommend such changes as it may believe appropriate to the changed circumstances.

Now, I suggest that in the rationing of scarce currencies there is a very real force which goes very far indeed with the creditor countries. True, several of the provisions I have read are, as Mr. Quelch says, of an advisory character; but if the fund had the power to enforce on a creditor country all of these measures or had other equally drastic powers, I am afraid Mr. Quelch would say that we were suggesting a plan which too greatly impaired the national sovereignty of a country. So you could easily go too far in that direction, and I think what is provided for in these plans goes much farther than anything that has ever been done in the past to solve the problem of the creditor country, to bring the creditor country to a realization of what it must do if it is going to solve its own problems and not be a drag on the prosperity of the world.

Now, if one of these plans were adopted and a fund was set up I think you would have to count on the prestige and influence of the management of the fund having a considerable meaning for all countries. For the first time we would have an international mechanism which would be constantly studying all these problems and trying to get countries to adopt solutions that would be effective. I do not think many countries would be willing to accept an impairment of sovereignty to the extent that would be necessary if you were going to force a creditor country or a debtor country to do the things it ought to do. I do not think we can go that far. I agree with something Mr. Quelch said near the conclusion of his remarks, namely, that what has to be done is to provide ways and means of countries reorganizing their internal economies when they do get substantially and chronically out of balance. And while it is also true, as Mr. Quelch said, that credit may not be the real solution of that problem, the credits provided for in the plans are not intended to be the solution they are merely intended to provide a breathing spell and afford the time to make those adjustments he has in his mind, rather than having to run to cover and do the things that nations have done in the past to save their own skins regardless of the effect on the world in general. That is the real purpose of the credit provisions that are in these plans. They are designed to provide a satisfactory breathing spell. Let us say you had an agricultural country exporting mostly agricultural products: if there is a serious failure in its crops, that country will be temporarily short of foreign exchange and might, without some such plan as this, be unable to meet its payments for necessary imports or other purposes,—it might be in real trouble and under the necessity of depreciating its exchange rates or, putting on a high tariff or something of that sort. Under a plan of the kind we have been discussing, it would get access to a fund which would tide over the period of difficulty like that, and would not drive the country inevitably to do things which hurt all the other countries of the world and tend to impoverish the world once you get that kind of thing started.

I do not think I should be asked to go on with the London Chamber of Commerce program this morning. If I were to do that I would want to do

it at some length, and it is a long time since I read the program. I would like to have it more fully in my mind again, and would not like to start on another long discussion at this stage when I have talked for so long already.

Q. Your plan definitely provides that a creditor country, when it gets to a certain point, will have to go to work on a solution of the problem if it wishes to trade any longer?—A. Yes.

Q. And they will naturally go to work on that?—A. Yes, in so far as the rationing provisions are concerned.

THE CHAIRMAN: May I intervene for a moment? It is nearly one o'clock. I would like to learn the desire of the committee about adjourning at one o'clock until this afternoon, and if so, whether Dr. Clark could attend without spoiling his whole day, or whether it would be better to adjourn until some future date so that the testimony given on this occasion by Dr. Clark could be studied before we resume?

MR. HILL: I submit that we should adjourn until we have had time to study this testimony.

MR. QUELCH: Before we adjourn I would like to take up the question of impairing the sovereignty of a nation, because I agree entirely with Dr. Clark on that point. To my mind one of the main objections to these proposals is due to the fact that while they do not intend to impair the sovereignty of a creditor nation, they do so in the case of a debtor nation, and I say a creditor nation would be largely to blame because if the creditor nation refused to buy a debtor nation's goods the debtor nation is at its mercy. At page 8 of the plan this is stated:—

"As a condition of allowing a member state to increase its debit balance to a figure in excess of a half of its quota, the governing board may require all or any of the following measures:—

- (i) a stated reduction in the value of the member's currency, if it deems that to be the suitable remedy;
- (ii) the control of outward capital transactions if not already in force; and
- (iii) the outright surrender of a suitable proportion of any separate gold or other liquid reserve in reduction of its debit balance.

Furthermore, the governing board may recommend to the government of the member state any internal measures affecting its domestic economy which may appear to be appropriate to restore the equilibrium of its international balance."

THE WITNESS: Note the phrase, "As a condition" of getting more loans. If they want to go above their 50 per cent and desire to borrow more money they can do it on those conditions. They do not need to borrow more; they are not forced to do so.

MR. QUELCH: But in order to have the successful operation of these proposals whereby creditor nations will trade with debtor nations they would have to do so.

MR. HILL: If they want more gifts, yes.

MR. QUELCH: Not gifts.

MR. HILL: Dr. Clark made it clear that these debtor nations for the first few years after the war will find it impossible to produce enough for their own use.

MR. QUELCH: I do not think he said that.

MR. HILL: He made it very clear that that is what was in his mind.

MR. QUELCH: There is a very definite difference in the treatment of a debtor nation to that of a creditor nation.

MR. HILL: They are getting the gift.



Mr. QUELCH: Dr. Clark says the proposals are merely for a breathing spell. In the speech he made in the United States he said that either the creditor nation would have to be prepared to accept imports for exports or to give long-term credits, but I cannot see that the second is an alternative in reality in the long run. The only solution would be for that nation to accept imports for its exports.

The WITNESS: Yes, in the very long picture.

*By Mr. Quelch:*

Q. Otherwise you are merely aggravating the situation?—A. Not necessarily. People borrow money and pay interest on it because they think that they can make their plant more productive, more efficient, and earn more than the interest on the loan. They expect to be able to pay the interest and have a profit for themselves; otherwise they would not borrow. For example, looking over the next generation in China, apart from mutual aid assistance that might be given in the early period after the war, or relief and rehabilitation assistance by way of gifts, or credit assistance under this scheme, if China could get long-term loans on reasonable terms and conditions to develop, let us say, the Yangste valley, it might make China an infinitely more productive and efficient nation than she is at the present time. They might get loans for several purposes besides developing the Yangste valley and the new productivity developed by the use of machine tools, plants of all kinds, etc., might make it far more easy for China to carry on in the future, and enable her to pay all the interest on the loans that she has borrowed from other countries and have a very considerable increase in the standard of living as a result. If a loan does not increase the borrower's efficiency more than enough to pay the interest there is no reason for taking the loan.

Mr. QUELCH: I agree with Dr. Clark that there would be justification for a loan in a case such as he has mentioned, but if a nation needs raw materials and cannot get the creditor nation to take its goods in payment for such raw materials then the alternative is that it makes a loan. The situation in the past has been that the majority of capitalistic nations have endeavoured to maintain favourable balances of trade in order to dump their unemployment conditions on the doors of other nations. The creditor nation must assume the responsibility for accepting imports in exchange for its exports, taking the long-term picture.

Mr. HILL: I would like to ask two questions, one having to do with the discussion to-day.

*By Mr. Hill:*

Q. Is it not true that in the case of the so-called debtor nations, which are the nations which will be rehabilitating themselves, it will be much easier to maintain full employment for their people than it will be for the creditor nations to do so?—A. Yes, for the early period.

Q. I mean for a few years after the war.—A. Yes.

Q. Naturally assisting them to some extent?—A. Yes.

Q. In the last report of this committee we stated that we thought that better or more available credit should be given to the primary producers of this country, namely, the farmers and fishermen. What is your personal opinion on that?—A. If I recall Hansard correctly, I think the government said it intended to make plans for providing that kind of credit.

Q. Personally you feel that it should be extended?—A. Naturally.

The CHAIRMAN: Are there any further questions before we discuss the matter of adjournment?

Mr. CASTLEDEN: I would like to move that we ask Dr. Clark to come before the committee again. His talk to-day has dealt with the international

field, and I suggest that on his next appearance before the committee he discusses some of the monetary essentials in maintaining a high level of economic activity within Canada itself, on such matters as the industrial development bank and the agricultural bank.

The WITNESS: I think the industrial development bank and other banking legislation will be dealt with by the Banking and Commerce Committee.

Mr. CASTLEDEN: Yes, but this committee is of a slightly different nature.

The CHAIRMAN: Mr. Castleden means that we might get your viewpoint where it applies directly to the aims of this committee. I am sure we are indebted to you, Dr. Clark, for the manner in which you have presented your views to the committee to-day.

Knowing how busy Dr. Clark is gentlemen, I suggest that it be left to the steering committee to fix a date that will be suitable to Dr. Clark as well as to the committee.

Mrs. NIELSEN: Before the committee rises I would like to ask a question Dr. Clark in his opening remarks expressed the opinion that, first of all, world trade depended on whether or not we were able to win the victory and promote peace, and that final peace or long-term peace would depend on our ability to establish trade relations. This morning Dr. Clark referred at length to Great Britain and the United States and the plans those two nations and ourselves have prepared, but he omitted to mention anything with respect to the Soviet Union. I think it is clearly recognized by everyone now that the ability of Great Britain, the United States and ourselves to maintain our own economies depends on our ability to find markets, and in the Soviet Union we are going to have one of the greatest markets in the world, because it has suffered the greatest devastation and will require more materials to rebuild its ruined cities. Has the Soviet Union expressed any ideas about either the Keynes plan or the White plan, or have Great Britain and the United States and ourselves gone to any length to discuss these plans with the Soviet Union in order to ascertain her attitude thereon?

The WITNESS: Mr. Chairman, probably Mrs. Nielsen's question might better be directed to the governments of the United States and Great Britain, but I happen to know that last summer the intention was, at the time the technicians of certain other countries were invited to Washington to talk over these plans, to ask the Russian government to send representatives, and while they were not able to do so immediately they expected to do so at a later date. I am not sure whether the discussions have actually taken place, but I know it was the intention of both the government of the United States and the Russian government to have Russia join in the discussions of these plans. If these discussions have not taken place as yet, they will I am sure take place in the near future.

The CHAIRMAN: Are there any further questions? If not, a motion to adjourn will be in order.

Mr. CASTLEDEN: I so move.

The Committee adjourned sine die at 1 o'clock p.m.







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UNIVERSITY OF TORONTO

SESSION 1944

HOUSE OF COMMONS

(SPECIAL COMMITTEE

ON

# RECONSTRUCTION AND RE-ESTABLISHMENT

MINUTES OF PROCEEDINGS AND EVIDENCE

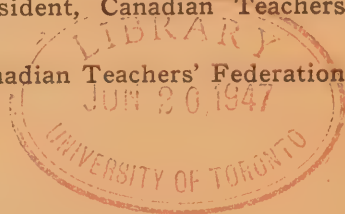
No. 3

WEDNESDAY, MARCH 15, 1944

## WITNESSES:

Miss Beryl Truax, Montreal, President, Canadian Teachers' Federation;  
Dr. E. F. Willoughby, Winnipeg, Vice-President, Canadian Teachers' Federation; and  
Dr. C. N. Crutchfield, Secretary-Treasurer, Canadian Teachers' Federation.

OTTAWA  
EDMOND CLOUTIER  
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1944







## MINUTES OF PROCEEDINGS

WEDNESDAY, March 15, 1944.

The Special Committee on Reconstruction and Re-establishment met this day at 11.00 o'clock, a.m. Mr. J. G. Turgeon, the Chairman, presided.

The following members were present:—Messrs. Bertrand (*Prescott*), Black (*Cumberland*), Brunelle, Castleden, Eudes, Ferron, Gillis, Hill, Jean, MacKenzie (*Neepawa*), MacNicol McDonald (*Pontiac*), McNiven, Marshall, Matthews, Nielsen (Mrs.), Poirier, Purdy, Quelch, Sanderson, Turgeon and Tustin.—22.

The Chairman introduced the following representatives from the Canadian Teachers' Federation:—

Miss Beryl Truax, Montreal, President;  
Dr. E. F. Willoughby, Winnipeg, Vice-President; and  
Dr. C. N. Crutchfield, Shawinigan Falls, Secretary-Treasurer; also  
Wing Commander Low of the R.C.A.F., and Mr. MacMaster, of the Legion Educational Services.

On behalf of the Canadian Teachers' Federation, Dr. Willoughby presented a brief, and he, together with Miss Truax and Dr. Crutchfield, was examined and retired.

On motion of Mr. MacNicol the Committee adjourned at 1.00 o'clock p.m. to meet again at 3.00 o'clock p.m. this day.

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WEDNESDAY, March 15, 1944.

The Committee resumed at 3.00 o'clock p.m. Mr. J. G. Turgeon, the Chairman, presided.

The following members were present: Messrs. Black (*Cumberland*), Castleden, Dupuis, Eudes, Ferron, Gillis, Hill, MacKenzie (*Neepawa*), MacNicol, McDonald (*Pontiac*), McNiven, Marshall, Nielsen (Mrs.), Purdy, Quelch, Sanderson and Turgeon.—17.

Miss Truax, Dr. Willoughby and Dr. Crutchfield were recalled and further examined.

By leave of the Committee, Mr. Noseworthy, M.P., and Mr. Gershaw, M.P., examined the witnesses.

Mr. MacNicol suggested that Mr. David Hayes of Medicine Hat, Alberta, be called.

The witnesses expressed appreciation of the hearing given them.

Mr. MacNicol moved a vote of thanks to the witnesses for the evidence they submitted.

On motion of Mr. McNiven the Committee adjourned to meet again at the call of the Chair.

J. P. DOYLE,  
*Clerk of the Committee.*



## MINUTES OF EVIDENCE

HOUSE OF COMMONS,  
March 15, 1944.

The Special Committee on Reconstruction and Re-establishment met this day at 11 o'clock a.m. The Chairman, Mr. J. G. Turgeon, presided.

The CHAIRMAN: Ladies and gentlemen, we are now ready to proceed. We have with us today, as you know, representatives of the Canadian Teachers' Federation. Miss Beryl Truax, is president, and she is from Montreal. Dr. E. F. Willoughby, is vice-president and he is from Winnipeg. Dr. C. N. Crutchfield is secretary-treasurer and he is from Shawinigan Falls, Quebec. We have also with us here this morning Wing Commander Low of the R.C.A.F. and Mr. MacMaster, both of whom are attached to the Canadian Legion Educational Services. These gentlemen are here as distinguished guests.

I understand that Dr. Willoughby is going to present the brief on behalf of the federation. I have discussed the matter of the presentation of the brief with Dr. Willoughby and I have suggested, provided that it meets with the viewpoint of the members of the committee, that we will put the whole brief into our record but that he will give us a summary of the brief rather than read the whole brief to us at present.

Dr. Willoughby, you will understand that under the rules you are subject to questioning at any moment, but I think you will find that the members of the committee will wait until you have finished with your presentation. I may say to members of the committee that questions will be answered either by Dr. Willoughby or by Miss Truax or by Dr. Crutchfield.

Mr. MACNICOL: Is Dr. Willoughby to give us a summary or read the whole brief?

The CHAIRMAN: Just a summary, unless you would like the whole brief read.

Mr. MACNICOL: No.

DR. E. F. WILLOUGHBY, Vice-President, Superintending Principal of Mulvey Junior High School, Winnipeg, Manitoba.

DR. C. N. CRUTCHFIELD, Secretary-Treasurer, Shawinigan Falls, Quebec.  
MISS BERYL TRUAX, President, Montreal, Quebec.

Dr. WILLOUGHBY: Mr. Chairman, ladies and gentlemen, at the outset may I thank you on behalf of the delegation of the national organization of teachers which we represent for this opportunity to appear before you and present this brief. Since I have been asked to present the brief, the other two members of the delegation have taken upon themselves the responsibility of answering your questions. I think that is a proper division of labour.

We have placed in your hands a copy of the report of the Reconstruction Committee of the Canadian Teachers' Federation, as this report is the basis for the brief which we desire to present to you today, and we shall file this report with you as forming a portion of the brief.

As education is under provincial control a large number of the recommendations it contains are intended for Provincial Departments of Education, however we hope that each of you will read the entire report carefully for only then will you get a true picture of what this national organization of teachers hopes to see done for education during the immediate post-war period, and in our opinion there is a very vital connection between what can be done for education



by provincial governments and what we think should be done by the Dominion government. In preparing the brief we have endeavoured to emphasize what we feel should be brought to the attention of the federal government concerning education and what seems to us essential if education is to serve adequately a democratic society.

At the outset we would like to state our brief that reconstruction in education is of basic importance to any plans for reconstruction whether in the provincial, national or world fields.

#### SECTION A.

Our report first deals briefly with social and economic reconstruction as a basis for reconstruction in education. Every teacher knows how vital is the connection between these two parts of the problem. How heart-breaking is the task of teaching the under-nourished, underclothed children coming from homes where poverty is an ever-present spectre!

Experiments have shown only too clearly that the scholastic attainment of groups of children are in direct proportion to their social status, and teachers covet for their pupils "The Good Life", in which personality is judged as of supreme measureless worth and in which girls and boys may grow up to their full stature.

We believe too that if we are to plan wisely for the future of education in the post-war society, it is first necessary to attempt to visualize the type of society which we are likely to have in the post-war era in order to determine the kind of education that will best fit our future citizens for participation in that society. For this reason we decided to attempt first to outline the basic features and main principles of the society which we think should be evolved after the war is over.

We feel that a true democracy can be content with nothing less than what has become generally known as The Good Life for all the people, and while this may be defined in many ways, we accept as adequate the following definitions given by Dr. George S. Counts:

The Good Life is an attribute of mind to which the exploitation of man by men is abhorrent;

It is a way of life in which human personality is judged as of supreme measureless worth;

It is an order of social relationships dedicated to the promotion of the individual and collective interests of the common folk;

It is, in a word, a society in which ordinary men and women, may grow up to their full stature; a society of the people, by the people and for the people.

That somehow, as a result of this terrible struggle, this Good Life may be attained fully or in large part by the millions of plain folk who comprise the democratic nations, is undoubtedly the fervent hope of the great mass of the people of the United Nations. Constantly we hear voiced the sentiment that this is what our boys are fighting for. On every hand throughout the United Nations we hear constantly reiterated the necessity not only of winning the war but also of winning a just and lasting peace; and inherent in the conception of a just and lasting peace is the attainment of the Good Life for all the people within the nation, as well as a new relationship among the nations.

The great leaders of the united nations, Prime Minister Winston Churchill and President Roosevelt, have given voice to their belief in these ideals in the Atlantic Charter and what have commonly become known as the "Four Freedoms"; and we believe that in these pronouncements we find all the implications that are necessary for the attainment by mankind of the Good Life, not only among nations but also within nations.

For this reason we decided to base our conception of the society that is likely to be in the post-war era on the implications of the Atlantic Charter and The Four Freedoms accepted and outlined by these great Statesmen.

In considering these Freedoms, we believe that freedom of speech and freedom of worship are in normal times guaranteed within the framework of our present constitution and social structures, but education has a special function to perform in connection with each of them. We must see to it that education gives the people not only a very high conception of the privileges bestowed by these great and important freedoms, but also a clear conception of the duties and responsibilities which they place upon the citizens of a Christian democracy, in order that these freedoms shall not be abused but used for the attainment of all that is noblest in the life of mankind.

Freedom from want and freedom from fear are certainly not guaranteed within the framework of our present constitution, and before all the legislation which is necessary to guarantee these freedoms to our citizens can be passed, amendments to the B. N. A. Act will undoubtedly be necessary, therefore:

We hereby respectfully urge the Dominion Government to take, as soon as possible, such steps as are necessary in order to provide machinery whereby the B.N.A. Act can be amended with the least possible delay, in accordance with the Sovereign will of the people.

Within the nation, freedom from fear is closely related to and largely dependent upon freedom from want; i.e., if freedom from want for all citizens can be attained, then many of the fears that beset mankind will automatically disappear.

Here, then, is one of the great problems of reconstruction: How can our economic system be changed or adjusted so as to banish want from the lives of mankind?

### *The International Field*

In considering this problem we must not lose sight of its international aspects; for events have shown with crystal clearness how closely the nations of the world are dependent upon one another. There is great need of an agreement among all nations or, failing that, among the united nations, that international policy shall be directed toward the securing for all people everywhere freedom from want and freedom from fear.

It is not our purpose to deal extensively with international problems, but it is certainly evident that there can be no permanent peace unless it is based on social justice both within nations and among nations. The first responsibility, once hostilities cease, is the rehabilitation of the hungry and the homeless, and the prevention of disease. An interval of some months, at least, will be necessary to carry out such projects, and this time should be used as a cooling off period. During this period, international policy should be directed to the setting up of a responsible international authority to deal with matters of international character such as armaments, finance, trade, etc., and all other matters in which international agreement and action are necessary for the establishment and maintenance of permanent peace and social justice. This international authority should be provided with all the military power necessary to see that its findings are fully implemented.

### *The National Field*

We re-affirm the inherent dignity of labour and the right of mankind to work. This right must be guaranteed to all; therefore, it is the duty of the national government to see that every man or woman, who is able and willing to work, has the opportunity for useful employment under reasonable conditions of labour, and as far as possible in line with his or her own interests and apti-

tudes. In return for his labour man has a right to expect a fair share of the amenities of life; and the returns for his labour should provide him with the highest standard of living that can be provided and maintained by the maximum development of our peace-time economy.

We believe that this maximum development of our peace-time economy will be possible if the Government plans the economy of the country so as to create and maintain a framework of stability within which the individual has a maximum opportunity for full development while at the same time it avoids a policy of laissez-faire capitalism. In other words, we think that the economic system which will best provide for the maximum good of all our people will require careful government planning without eliminating individual initiative.

In order to achieve the aims set out above, we believe and recommend:

1. That the policy of the dominion government should be directed towards the elimination, by international and reciprocal agreements, of all restraints to trade among nations.
2. That the Canadian government should undertake to continue and extend its study of all national resources, land and water, mines and minerals, science and manpower, to the end that the government may plan the peace-time economy of the country so as to provide for its maintenance at the highest possible level. This planning should provide for:
  - (a) The establishment and maintenance of an adequate national minimum of individual income (based on the cost of living);
  - (b) The statutory right to collective bargaining by employees and the establishment of democratically organized collective marketing by primary producers;
  - (c) The encouragement of all forms of consumer and producer co-operation and the co-operative movement generally, not only for their economic value but for their value as an instrument in the building of the democratic way of life;
  - (d) The decentralization of industry and the establishment of new industries in sections of the country not now highly industrialized, in order to avoid the evils of living in congested areas and to provide suitable work near home; i.e., as new uses are found in industry for agricultural products, these industries should be established in or near the great agricultural areas, etc.;
  - (e) The distribution of work where possible over the year, in order to avoid seasonal peaks and seasonal unemployment;
  - (f) The establishment of reasonable standards of working conditions to the end that the greatest possible opportunity should be given for the individual to lead a healthy, happy and useful existence;
  - (g) The establishment of the shortest possible working day and working week consistent with the labour supply and the maintenance of our economy at the highest possible level, and statutory provision for at least two weeks' vacation at full pay; and
  - (h) The abolition of child labour, so that all children may have the greatest opportunity for the full development of their bodies and minds in a healthy and happy environment.

That the dominion government should assume the responsibility for inaugurating and carrying out a dominion housing scheme which will provide every individual with the amenities of life, so far as housing and sanitation is concerned. This housing scheme should be closely correlated with a long-term scheme of regional and community development.



4. That the dominion government should prepare a comprehensive plan of public works and public improvements to be put into effect immediately upon the cessation of war, in order to ease the transition from a war to a peace economy by providing work for those now engaged in war work or serving in the armed forces in order to permit their gradual return to normal civilian life. These public works should include the building of new public buildings such as schools, libraries, etc., the improvement and remodelling of such buildings in both urban and rural areas where the need is greatest, the building and surfacing of roads, re-forestation, reclamation of farm lands where advisable, irrigation schemes, development of electrical power sources, electrification of rural areas, development of public parks, removal of slums, rural and urban, etc. In short, all work which will provide the maximum amount of labour combined with the greatest possible value to the country. All such development should be a part of the long-term regional and community planning mentioned above.

5. That the dominion government should provide by legislation, a comprehensive and all-inclusive plan of social security for all citizens, patterned somewhat on the one commonly known as the Marsh plan. This plan should provide social insurance covering unemployment, health, accidents, marriage, childbirth, allowance for children and retirement for the aged, and should include a comprehensive system of free and preventive as well as corrective medical, dental, hospital, nursing and convalescent services. The benefits paid under the scheme should be sufficient to maintain a decent minimum standard of living.

6. The continuation and extension of such government controls as are found necessary to implement the above recommendations.

7. In concluding this section of our brief we would like to emphasize the need for continued far-reaching scientific research as a means of helping to solve the problems of a peace-time economy. Such research has performed miracles in solving the problems of war production, and we should be not less insistent that it be used to the fullest extent in solving our problems in times of peace. We should like to stress also the need of seeing to it that all the fruits of scientific research are made available for the good of all the people. Great strides are being made in the research field in the adaptation of agricultural products for industrial purposes, and scientific research along this and all other lines should be pursued with the greatest possible vigour.

These then are the proposals which we have to offer for the social and economic reconstruction of our national society in the post-war era. We make no claim that they are either original or all-embracing. You have doubtless heard most of them before. Indeed we are pleased that the Government has already indicated that its plans for implementing some of them are far advanced. Neither do we underestimate the magnitude of the task involved; but we believe that if the nation sets itself steadfastly to the goals envisioned here it will reap rich rewards indeed in the health and happiness of its citizens.

## SECTION B

### *Reconstruction in Education*

#### *The International Field*

Turning now to reconstruction in education, we feel that Canada along with the other united nations has certain responsibilities and opportunities in connection with education in the international field.

The fact that Hitler and his cohorts were able in the brief period of seven years to revolutionize the thinking of the German people and to fasten on that country through education and propaganda, what has become generally known

as "The Education for Death Program", is at one and the same time a striking tribute to the power of education in the life of a nation and a challenge to educational systems throughout the world. It is unthinkable that we of the united nations can ignore such a challenge, and plenty of evidence abounds that this challenge is being recognized and that plans for meeting it are being considered by educators in the United States, Great Britain and other parts of the British Commonwealth of Nations.

In a conference (April 8 and 9, 1943) of the Institute of Educational Reconstruction of New York University, participated in by 200 educators and government representatives meeting under the joint auspices of the United States Committee on Education Reconstruction, and the central and eastern planning board which is an official agency of the exiled governments of Czechoslovakia, Greece, Poland and Jugoslavia, the following charter was adopted:

*That Education Shall Be Used to Build World Fellowship*

We shall fight for world justice and human equality so that the dignity of the human being shall prevail. We shall teach so that hatred and aggression are turned against injustice—not used by man against his fellowman. We must teach so that all realize how inter-dependent the world has become and how, in very truth, the cause of one is the cause of all.

*Free Access to Knowledge*

*That Education Shall Be Built Upon Truth*

We shall fight for free access to the world's knowledge for all people. There must be no areas closed to learning and inquiry. The method of the Axis, based on deliberate lies and deception, used to divide peoples and create mistrust, shall be ended. We shall seek to teach the truth about each other. We shall teach so that there shall be a quickened conscience about the truth; so that all will be ready to suffer and sacrifice so that the truth may prevail. We shall create text-books, radio programs, motion pictures, newspapers and other means of communication devoted to telling people the truth about other people.

*That Communities and Nations Shall Guarantee Freedom to Teach and to Study*

People must be free to pursue research in science, to create in arts and literature, to enquire, to think, to speak. Teachers must be free from imposition of dogmas, economic pressures, or any restrictions that prevent them from leading the youth of the world into their full heritage of the world's knowledge. Students must be free to question, to enquire, to think and speak for themselves; but all must render an account of their freedom by actively striving to keep learning free for all. Freedom begets responsibility.

*Program of Welfare*

*That Through Education We Shall Seek to Promote Health*

Children must have food. Schools must help by feeding the children and youth as part of the school program. Medical care must be available to all. The health of the young is the health of a people's future.

*That Through Education We Shall Prepare All Individuals to Contribute to The Work Life of The World*

There must be no arbitrary and discriminatory limitations on the free choice of vocations and professions. We shall fight to end the degradation of human beings through forced work. We shall strive to

give all individuals work experience, and guidance as part of education, so that they may be ready to choose their life work. There must be no gap between school-leaving and entering upon a work-life.

*That Through Education We Shall Seek to Develop Active World Citizens*

It is not enough to seek individual freedom nor is it enough to live wisely and well within one's own national boundaries. We must teach that people become citizens of the world.

*That Education on an Equal Basis must be Guaranteed by all Governments*

There must be an equal opportunity for development through education regardless of race, birth, sex, creed, income or age. The goals we seek for domestic education will be realized only if we set ourselves now to creating machinery to work them out on an international basis. The education of free men must be adequately financed and supported. There must be guarantees of minimum standards. These and other matters of a world organization for democratic education must be designed and executed by an international office of education.

At its recent convention the Canadian Teachers' Federation gave its general endorsement to this charter and adopted a resolution urging the World Federation of Education Associations to convene as soon as possible, a conference of leaders of those organizations which are able to send delegations for the purpose of considering post-war problems in education and for the further purpose of insuring that the voice of education shall be heard at the peace conference and that never again shall education be prostituted to the evil purposes of national leaders in any country.

More recently there has come to our notice two publications concerned with the same problems. One coming from Great Britain is published by a joint commission of the London International Assembly and the Council for Education in World Citizenship. The other, called "Education and the People's Peace", is published by the Educational Policies Commission appointed by the National Educational Association of the United States and the American Association of School Administrators. These publications emphasize the great need of using education as an instrument for building a new world society and a lasting peace. Indeed, they maintain that if we fail once more to add certain educational factors to the support of peaceful organizations of the world all mankind's hopes will come crashing down again. We quote from "Education and the People's Peace": "It is good to strengthen international, political and legal organizations. It is decent and wise to help provide a growing measure of economic security and prosperity for all men and nations. But economic fair play and political organization together are insufficient however essential. War will not be brought under control merely by providing men with legal codes and enough to eat. Knowledge and attitudes that are conducive to peace and developed by education. By appropriate educational measures an intelligent desire for peace, with an understanding of the conditions necessary for maintaining it, must be fostered among all the people in every part of the world.

No nation can wisely and safely conduct such education unless all nations do so. Some provisions for the international planning and organizations of education must be included in any post-war planning that seeks to accomplish lasting results."



If we agree with the thesis thus set forth, it seems clear that in Canada as in the other United Nations three definite steps are necessary, and again we are indebted to "Education and the People's Peace":

1. It is necessary to develop through the dominion an aroused public opinion with reference to the issue of peace and international organization. This educational program should be related to similar programs in the other United Nations.

2. It is necessary to create soon a council on education for the United Nations. This council should be related to other aspects of united nations policy.

3. It is necessary that a permanent international agency for education be established soon after the war ends. This agency should be related to other parts of the emergent world organization.

The Canadian Teachers' Federation believes that these steps should be taken and we recommend them to the consideration of the Dominion Government. Our organization is one of those co-operating with the Canadian Broadcasting Company in connection with the series of broadcasts on, "Of Things To Come". We hope that they will do much to develop the informed and aroused public opinion mentioned in the first of these steps; and we suggest that you might give consideration as to ways and means for forwarding the urgent educational task of creating and strengthening those attitudes and understandings which are basic to any new national or world society.

Only the dominion government can take action on the last two steps mentioned above and we recommend that it study them carefully with a view to giving its full support to this or some similar plan for using education as an instrument for building a new world society and a just and lasting peace. In our opinion exploratory action should be taken at the earliest possible moment and we endorse the following resolution forwarded to us November 15, 1943, by the Provincial Association of Protestant Teachers of Quebec:

That the federal government be asked to explore immediately the possibility of constituting an international education bureau representing the various countries of the united nations for the purpose of facilitating the exchange of educational information and promoting wholesome international relationships.

## SECTION C

### *The National Field*

We need not dwell at length upon the importance of education in the life of a nation. It is, of course, the very foundation of any type of society; and if the foundation is weak, the building is weak. If the foundation is false and evil, then the society based on it becomes an evil thing, as witness the philosophy of life rampant in Germany today. In a democracy with all that is implied by way of equal opportunity, brotherhood of man, and government of the people, by the people and for the people, education is worthy of a much higher place than it has ever occupied in the past, for the welfare of the State itself depends in a special way upon a well-educated, well-informed people, and a people who have right attitudes, ideals, and appreciations. There are many reasons for believing that education has not occupied its rightful place in a democratic society. One need only think of the deplorable conditions in the teaching profession itself, the ugly, unsanitary school buildings that dot our landscape, the conditions of illiteracy and lack of adequate elementary education as revealed by army tests, and other evidence of a similar nature, in order to realize to what an extent our people have neglected this service so vital to democracy.

However, it is not these outward manifestations of the neglect of education that appear to be troubling our national conscience, but rather a pronounced and widespread feeling that somehow the schools have not quite measured up to their opportunities in imparting to the youth of the country the ideals and principles of democracy.

On all sides we hear something like this: "Look at the important part played by education in welding Soviet Russia into a united nation. See how the Nazis used education to transform the thinking of the German people in a few short years. Why can't education save democracy in a similar manner?"

The answer is that it can, if the Canadian people are willing to accord to it the place which it should occupy in a democratic society, and if those charged with authority in educational matters plan wisely in order to accomplish the ends in view. Because this is the most important problem confronting educators throughout the dominion, your committee feels that it should be dealt with first in this section of the report.

The problem may be stated as follows:

How can we give to the children during their school life the education that will best fit them for life in a democracy with all that this implies with regard to thorough understanding of the principles of democracy and of their privileges, opportunities, responsibilities and duties as citizens of a democratic society?

This, of course, involves the whole philosophy of education; for it is abundantly clear that it is not only a matter of imparting certain skills and knowledge to the children, but what is vastly more important—a question of how we can best help to build into their characters the attitudes, appreciations and ideals that are inherent in a democracy.

Liberty, equality, fraternity, unselfishness, service, honour, patriotism, and so forth, must become more than mere words or vague symbols. They must become a real part of the life of the child, a vital living part which grows with the child's nature so that when he goes forth to assume the full responsibilities of citizenship, he will have not only a clear understanding of all that is involved in such citizenship but also a burning love for the democratic way of life.

This, then, is the problem, and it is essentially a moral and ethical problem. Character is the seed-bed of democracy, and character-building is the essential preparation for life in a democratic society. We need no reminder of the influence of the home on character-building or that of the church, which from its very beginning has given us the ethics of Christ, the very basis on which any truly democratic society must be built. Nevertheless, the schools must take on an ever-increasing share of this most important task, and before this can be done they must have a staff capable of doing it. The teaching of morals and ethics and the principles of democracy or citizenship, should only be entrusted to a superior type of person and one carefully trained in the proper technique.

We believe that the solution of this problem will be found largely in the teaching personnel, their training, and the conditions under which they work.

The Canadian Teachers' Federation therefore believes that in any plan for educational reconstruction the following steps must be considered of basic importance:—

1. The status of the teaching profession must be raised to the level where it will attract into the profession young men and young women of the very best character and ability in such numbers as to allow for a careful selection of those to be trained as teachers, on the basis of health, leadership, character and other outstanding qualities of mind and heart, as well as on the basis of academic standing of at least one year of post-secondary study.

2. The teacher-training institutions in every province should be of such high calibre that they would draw to their staffs the very best educational experts available, men and women of recognized authority in

their particular fields, people who have a real philosophy of education and a thorough understanding of modern trends and methods. Facilities and equipment for their work should be the best obtainable, and their time-tables should be such as to allow plenty of time for personal help and guidance to the teachers-in-training. These institutions should provide a two-year course and should include a basic course in the foundations of methods. (See *Foundations of Methods* by Dr. W. H. Kilpatrick, which deals with the philosophy and technique of education as they apply to moral education and education for democracy as an integral part of education.) Besides the curriculum commonly accepted by the best teacher-training institutions, great emphasis should be placed on child guidance and practice-teaching under the best teachers obtainable, who have been schooled in modern methods, such as the enterprise method.

3. The school buildings and equipment should be such as to make possible the best professional service.

In our opinion these are the minimum essentials for adequate education for democracy, and until these conditions are met democracy will never reach the promised land of attainment. For only when the ideals and principles of democracy become an essential part of the life of the generations that pass through our schools, and they have a full understanding of the value of these great principles and ideals as well as an understanding of their responsibilities to and privileges in a democratic State, can such a society come to its full fruition.

We need not point out to you that we require of our medical profession six or seven years of professional training before entrusting to them the care of our bodies. Nurses are required to undergo 3 years training after obtaining their matriculation. But apparently we have been willing to allow conditions in the teaching profession which cannot possibly attract people of superior ability and attainments. Then we give them a few months of training and place them in positions in our schools where their work and influence are bound to effect the very destiny of our nation. We submit that this is not good enough and along this road can only lie disaster for democracy and democratic institutions.

Dealing with buildings and equipment with which to make possible the best professional service, we have already pointed out the need of a big public building program to be put into effect immediately upon the cessation of hostilities, in order to provide a full employment while changing over from a war-time to a peace-time economy. Such a building program has been generally accepted as an integral part of all proposed plans for post-war reconstruction. We recommend to the dominion government that educational needs be given a high priority in this program and that all obsolete, unsanitary schools be torn down or remodelled and replaced with modern up-to-date buildings built on the best sites available and equipped with the best modern heating, ventilating and sanitary facilities. They should have adequate facilities for indoor play, library work, home-making, general shop work, auditorium work, and for the provision of the noon lunch, and should be provided with the best teaching equipment. In short, they should provide places for happy, healthy living for boys and girls.

#### *National Unity*

A very important part of this problem of education for democracy has to do with the securing of real national unity in aims and ideals among the various nationalities that make up the people of our dominion. This problem is present in every province in Canada, although it is particularly acute in



Quebec, and we feel that the onus in this matter must rest on the English-speaking people. Your committee feels that if education throughout the dominion is raised to the status suggested above, the problem will be largely solved; but in view of its great importance to the nation and the fact that it has remained unsolved for over three-quarters of a century, we feel that special measures should be adopted for its solution. We therefore, recommend:

That each Department of Education should set up a special committee on which representatives of the larger national groups within the province should sit along with departmental officials in order to study ways and means by which this problem may be solved; and that a commission be appointed by the dominion government for the purpose of studying this problem from a national viewpoint, and recommending ways and means by which this Canada of ours can be welded into a national unit.

#### SECTION D

Specific educational needs and changes in our educational system which will probably be necessary in post-war society are dealt with in the Report of the Survey Committee of the Canada and Newfoundland Educational Association. While we endorse this report as a whole, there are certain sections of it which we would like to emphasize in this brief and certain additions we desire to make.

The problems concerned with the educational rehabilitation of the men and women of the armed forces are most important and we know that they are receiving careful consideration by the government. We believe that these plans should be broad enough to provide for all individuals whose personal educational plans were disrupted directly or indirectly through the incidence of war.

A thorough survey should be made of all buildings and equipment now being used by the armed forces and by war industries, in order to make available as soon as hostilities cease, all facilities suitable for post-war education, and new buildings and equipment should be provided where needed. There will also be need of demobilizing teachers, particularly those in the secondary, vocational and technical school fields, as soon as possible and before general demobilization is begun, so that these teachers will be available in order to supply the great demand for additional teachers which will be occasioned by the demobilized members of the armed forces who will present themselves to educational institutions for further training. We should like to emphasize also that, wherever possible, arrangements should be made for the education of these returned men and women in buildings and classes devoted entirely to the education of adults.

Undoubtedly there are very many men and women now in the armed services who would make excellent teachers if given the required professional training and we would like to see as many of these enter the profession as can be properly absorbed. We wish to emphasize however that there should be a very careful selection of those desiring to become teachers, and that they should be given the best possible professional training. The greatest care should be taken to see that the number selected and trained is such as to allow for their absorption without the danger of unemployment, and a further chaotic condition in the profession. We suggest however, that until the status of teaching is raised to the level recommended in our report, the advisability of directing bright, ambitious young men and women into the profession is questionable.

We hope that you will find the suggestions contained in our Report concerning post-war rehabilitational education for adults of some value and we would like to emphasize that such education should aim at preparing citizens for democratic living as well as vocational adjustment in the narrow sense. Therefore, we think:—

- (a) Night school and other special courses provided on the secondary level should include studies in the field of liberal Arts and others concerned with community leadership and responsibility.
- (b) University extension should be greatly expanded. Taking the University to the people should be a major function of the University. Organizers from extension departments might well be sent into rural areas to take the initiative in setting up study groups and helping them to get organized on an efficient basis. The Department of Education should give co-operation by instructing its inspectors and teaching personnel to foster the adult education movement by encouraging school boards to make available their facilities, and by granting adequate financial assistance when necessary.
- (c) One of the criteria in selecting teachers should be capacity for community leadership and, accordingly, courses in community leadership should be provided immediately in the teacher training classes.
- (d) Everything possible should be done now to preserve the liberal Arts courses in universities during wartime. We strongly oppose any limitation in the liberal Arts courses now offered in our universities.

All emergency measures which involve an expanded system of education should be regarded as a federal responsibility and paid for out of the consolidated revenue of the Dominion government.

In the post-war society it is evident that there will be greatly increased emphasis on technical and vocational education, and in this field the Dominion Government should go as far as possible in an effort to see that the needs are met. New buildings and equipment will be required throughout the dominion. In rural areas it appears that strategically located agricultural vocational schools are desirable. We have in mind schools which will give specific education in scientific agriculture, and vocational work which will be basic to modern agricultural practise.

The extension of guidance in our school system is much to be desired, and in our opinion the need will be much greater owing to the impact of the war on thousands of homes throughout the country. We feel, however, that there is much need for a careful study of the place of guidance officers as distinct from classroom teachers in the various fields of education, and in particular the place of vocational guidance in our educational system. It is our opinion that all teacher-training institutions should provide courses in child guidance and practical child psychology in co-operation with child guidance clinics so that all teachers shall receive special training in this field. If this is done, the classroom teachers in the elementary schools will be better fitted to give guidance except in those special cases which should be referred to a trained psychologist.

In a similar way, in Grades VII and VIII of the intermediate or junior high school, the home-room teacher, in consultation with the other staff members and the principal, should be best fitted for the task. In Grades VIII and IX, where these are the leaving grades of the school, some vocational guidance should be given in order that pupils may make a wise choice of courses offered in the high school or vocational and technical school fields. The proper place to begin in placing properly trained guidance officers is in these latter fields and probably in a few of the large junior high schools. The supply of such trained officers is very limited and is likely to remain so for some time to come, and this is no field for other than the specialist who has a real philosophy of educa-

tion and a real understanding of human nature. The first step in securing such officers would seem to be provision for the careful selection and adequate training for guidance personnel.

We endorse the excellent section of the Report of the Survey Committee of the Canada and Newfoundland Educational Association dealing with health. The war has shown only too clearly that the health of its citizens is of vital concern to the nation, and the federal government should aid in every possible way the promotion of health programs and health education throughout the dominion. We are recommending to the departments of education that special attention should be paid to the subject of health and physical fitness throughout school life, and that this should be closely correlated with the work being carried on in these fields by public health boards.

Health is closely related to recreation and leisure time, and in the section of our report dealing with education for leisure time we have this to say. We feel that supervised camps in the country and at the lakes for boys and girls from towns and cities, and excursions for boys and girls from the country to the cities would pay rich rewards by way of teaching people how to live together and how to get the most out of life, and we recommend to the educational departments throughout the dominion that careful consideration should be given to such projects, as a means of education for democracy, leisure, health and physical fitness. The dominion government might well consider financial aid for such projects.

The subject of rural education received special consideration by our committee. It is evident that the problem is a social and economic one as well as educational. It was felt that if plans for post-war reconstruction resulted in raising the economic status of those living in rural areas, so as to make living conditions attractive by bringing to the country most of the amenities of city life, the educational problem would be greatly simplified.

The raising of the status of the profession and the providing of conditions to make possible the best professional service as outlined in section C would also contribute greatly to the solution of the problem.

These conditions are basic to the solution of problems involved in rural education, and they cannot be met without the financial aid of the federal government.

A point not referred to in the Report of the Survey Committee to which we have given some consideration is the difference in standards attained at the various grade levels by pupils from different schools within a province and by pupils from different provinces. As a consequence of these great differences, citizens moving from one place to another across Canada find only too often that their children must be set back a grade or more, and the consequent retardation of these boys and girls, through no fault of their own, has resulting psychological effects that are nothing short of devastating in many cases. We, therefore, recommend that representations be made to the departments of education throughout the dominion that a special study be made of this problem with the view to securing some uniformity as to the attainments in the fundamental or tool subjects at each grade level so as to facilitate the transfer of pupils from one school to another across the dominion without retardation.

The Canadian Teachers' Federation has for years advocated that every child in the nation should be given, as a democratic right, an opportunity for the best possible education in accordance with his needs and abilities. We should like to emphasize this principle again and again and point out that it should apply to higher education as well as to elementary and secondary education. We, therefore, recommend to the proper authorities that sufficient scholarships be provided by universities throughout the dominion to provide all students who are financially unable to continue their education in such institutions



with an opportunity to secure such education to the extent of their interests and abilities. These scholarships should provide assistance not only for the expenses of tuition but also living allowances where needed:

We believe that there should be established at Ottawa some kind of a central office of education corresponding to a secretariat of education for the dominion. Such a secretariat is much needed as a clearing house for educational information and we can see no reason why it should interfere in any way with provincial autonomy in education.

We especially commend to the attention of this committee Chapter IV of the report of the Survey Committee of the Canada and Newfoundland Educational Association. Dr. K. F. Argue of the University of Alberta, who prepared this section of the report, has done a very fine job indeed in revealing the deplorable conditions which have existed in the teaching profession during the past decade.

In order to secure the real picture you should not only read the text of the section but should study carefully the tables in the addenda to the Chapter.

Table I for instance reveals the fact that as late as 1941 the median salary for teachers in the different provinces (omitting Quebec where the picture isn't quite clear) varies from a low of \$422 per year to a high of \$1,321 per year, or on a basis of 52 weeks in the year, from \$8.22 to \$25.40 weekly.

Mark carefully that these are the figures below which the salaries of 49.9 per cent of the teachers in these provinces fall. What prospects are revealed here for adequate education for democracy?

We need not point out the comparison between minimum wages paid to industrial workers and salaries in other professions, or the utter impossibility of expecting to attract into the profession the type of men and women so much to be desired.

We would also like you to note that the highest figure \$1,321 yearly or \$25.40 weekly, below which the salaries of 49.9 per cent of the teachers in the province paying the highest salaries fall, is the salary recommended in the C.N.E.A. report as the desirable median salary for all Canadian teachers. We do not believe that this salary, below which the salaries of 49.9 per cent of Canadian teachers will still fall, is high enough to attract into the profession the most capable and promising young people as suggested in the report. It is simply the median salary for teachers in effect in the province of British Columbia during 1941, and at best this figure should only be accepted as a first step in raising the status of the profession. The only median salary which can be accepted as satisfactory is one which will have the effect of attracting into the profession the type of men and women referred to in section C of our report.

Holding these views we do not believe that the increase in annual expenditure for education throughout the dominion of \$146,832,000 as recommended by the report of the Survey Committee of the C.N.E.A. will be sufficient to secure the desired results.

We note that although the C.N.E.A. report recommends an annual increase in expenditure of this amount (\$146,832,000) along with an additional capital sum of \$59,260,000 no specific recommendations are made as to how the money is to be provided. The reasons for the omission of specific recommendations in this matter are clearly indicated in the introduction to that report and have to do with provincial autonomy in education.

We, of the Canadian Teachers' Federation, however, believe that federal aid for education is possible without federal control.

While admitting that much can be done which has not been done in most provinces for education and admitting still further that certain provinces undoubtedly have within their own borders sufficient wealth to implement all of the recommendations of the Report of the Survey Committee in so far as they are applicable to those provinces, it still remains true that some provincial govern-

ments simply cannot make adequate financial provision for education. The plain truth is that education can never be raised to the status that it should occupy in a democratic society unless the dominion government provides the necessary money by liberal grants on the basis of need. On many occasions this organization has called attention to the inequality in educational opportunities existing in the various provinces of the dominion. In this regard we need only mention the Canadian Teachers' Federation report completed by Dr. Argue, as well as the report of the Survey Committee, to the effect that the money spent on education per child per year varies from \$31.70 in the province that pays the least to \$83.38 in the province spending the most.

In this brief we have called attention to the necessity of attracting to the profession and maintaining a teacher personnel consisting of men and women of outstanding ability and attainments and specialized training in order to provide our boys and girls with the kind of education required for their full participation in a Christian democracy, as well as to the physical equipment, conditions and program which will provide the best professional service.

As we see it true democracy demands of the people high moral values as well as the ability to think clearly and both of these requirements are developed by education. To the extent to which we fail in developing these essentials, democracy will fail. We must not let it fail through inadequate financial provision for the education of our future citizens. We are in disagreement with the opinion expressed by the Royal Commission on Dominion Provincial Relations, that like every other welfare service in a democratic community, education should have to fight for its life. The future of the nation and its very safety depends largely on the education of its citizens. As Dr. Sidney E. Smith, President of the National Conference of Canadian Universities, and of the Canadian Association for Adult Education, puts it in the foreword to our Report, "In a democracy, all of the people partake of the role of rulers, and, if they are to fill that role, they in their youth and in their later years must be educated for it. If the people are not so educated, leaders, however inspiring, will avail but little. There is now a race between education and disaster. The Canada of tomorrow, or at the least, the day after tomorrow is now being fashioned by the teachers in our schools."

Surely a service so vital to democracy should not have to fight for its life. We hold the view that all of the democratic institutions which we hold near and dear and for which this war is being fought, are directly dependent on adequate education for democracy, and only when we are willing to pay the price to establish education in the most favoured position in our national life can this or any other nation really attain that national greatness which is inherent in a truly democratic state.

For these reasons then and because we believe, too, that all Canadian children are entitled, as a democratic right to equal educational opportunity, in accordance with their needs and abilities, we urge the dominion government to make adequate financial grants to the provinces, on the basis of need. These grants should be ear-marked for educational purposes, and should be made without interference with provincial autonomy in educational matters.

While not attempting to outline the conditions under which federal aid should be granted, we suggest that in return for such financial aid the dominion government might reasonably expect:

1. That on graduating from our schools the youth of our country will have acquired the attitudes, ideals and appreciations which are basic to moral living and democracy, as well as the required facts and skills to enable them to recognize and assume their duties, responsibilities and privileges as citizens of a Christian democracy.

2. That all children in the dominion will receive equal opportunities to secure the best possible education in accordance with their needs and abilities.

3. That there should be an arrangement among the provinces on a minimum standard of attainment at each grade level in the fundamental subjects so as to facilitate the transfer of children from one school to another without retardation.

We think these three things might be expected and if obtained the nation would receive full value for every dollar spent.

The CHAIRMAN: Now, ladies and gentlemen, we have had an interesting summary of the brief which contains the views of the Canadian Federation of Teachers which they desire to place before us for our consideration. The meeting is now open to questions.

May I take a moment to point out that on this occasion where those who are before us are teachers, the teachers of our children in every part of Canada. What this committee requires is an expression of viewpoint from the delegation itself rather than an expression of viewpoint from those of us who are members of the committee and who from time to time will have occasion to study the record and to reach judgments which we can discuss when it comes to the moment when we are making our report. I am therefore suggesting, with all humility, that so far as possible we should content ourselves this morning with questions directed to the delegation so that we may have for the record the opinion of this particular group rather than our own. The meeting is now open to questions. I understand from the members of this group that the questions will be answered by one or another of the three members of the group in accordance with the questions.

Mr. MacNICOL: Mr. Chairman, have you a copy of the reference from the House to this committee?

The CHAIRMAN: I am not sure that I have it with me. Have you a copy there, Mr. Doyle?

The CLERK: Yes.

The CHAIRMAN: Would you like to have that read for the purposes of the record, Mr. MacNICOL?

Mr. MacNICOL: This is a very excellent report but I want to know how much of it pertains to the business of this committee.

The CHAIRMAN: The reference is: resolved that a select committee of the House be appointed to study and report on the general problems of reconstruction and re-establishment which may arise out of the termination of the present war and all questions pertaining thereto. That is the reference.

Mr. MacNICOL: Does it say at the termination of the present war?

The CHAIRMAN: "Which may arise out of the termination of the present war."

Mr. MacNICOL: My first question is to whoever answers for this very excellent report; what are your recommendations as to providing hundreds of thousands of jobs—no, I should say a million and a half jobs—immediately after the war?

Dr. WILLOUGHBY: I would say in answer to that that our organization felt there were many other organizations acting in that particular capacity studying these problems who were much more capable of giving an expert opinion than we were; that our problem seemed to us largely an educational one and we confined ourselves pretty largely to the matter of education. So far as the matter of finding jobs is concerned, we did not think that that was our field at all.

Mr. CASTLEDEN: Mr. Chairman, perhaps I might supplement that. If the education program which you have suggested were to be carried out, you would supply work for a good many people engaged in supplying facilities for



teaching staffs, buildings and equipment necessary, although there is not a detailed report as to how many people would be employed in man hours or man days or as to the amount they would receive. Your report does indicate that a very large number of people would be gainfully employed in setting out the recommendations which it contains. And that it would supply work for a good many people over a considerable amount of time, and, in connection with that, in the field of higher education, have you any figures in regard to what the facilities are at present in Canada with respect to higher education in the form of technical schools and universities for the education of the population of Canada?

Miss TRUAX: I should like to answer that question, Mr. Chairman, if I may.

The CHAIRMAN: Certainly, Miss Truax.

Miss TRUAX: In Dr. Bowlby's report on re-establishment he states quite definitely that present facilities are altogether inadequate; and while his report does not deal with employment but rather only with teachers, Dr. Bowlby states that 7,000 will be needed just for his program, and there is a national shortage of qualified teachers now in Canada of 7,000; that means a need of about 14,000 teachers right now, placing the figures very low.

Mr. HILL: How do you think the technical schools and similar schools in Canada in proportion to population compare with those of the same category in United States?

Miss TRUAX: I think they are very low.

Mr. HILL: You have no definite figures?

Miss TRUAX: I have not.

Mr. CASTLEDEN: Have you any survey of the number of school buildings across Canada which you could say might be condemned on account of not being up to a decent standard or not being adequate or fit or proper surroundings for the training of children in schools?

Dr. CRUTCHFIELD: To answer that question, we have in the report of the Canada-Newfoundland Educational Survey a request for \$59,260,000 for capital expenditures for the building of new schools and the replacement of school buildings that are now obsolete. If you break down that figure of approximately \$60,000,000 mentioned in the report it will give you some idea of the total amount of work that would be given in that field. We have not broken it down into man hours. There is approximately \$60,000,000 required actually.

Mr. MATTHEWS: Is that divided up among the provinces?

Dr. CRUTCHFIELD: It is spread all over the provinces.

Mr. CASTLEDEN: That takes in elementary, technical and high schools, and universities?

Dr. CRUTCHFIELD: No, not universities; up to the secondary level.

Mr. MATTHEWS: Could you give us a breakdown of that by provinces?

Dr. CRUTCHFIELD: I think I could do that right now.

Miss TRUAX: If I might say something to answer the question regarding buildings needed, the establishment of larger units of administration is going forward, and that is the only way I think the people can ever adequately carry educational facilities to the rural populations. If this program is to be carried on in all the provinces in the way that it is now being carried on in Alberta and one or two of the other provinces we need a great many more consolidated schools, large schools offering diversity of training to the pupils, especially among the rural population.

Mr. CASTLEDEN: Is that included in the \$59,000,000?

Miss TRUAX: I think possibly it is.

Dr. CRUTCHFIELD: I can give you a breakdown of the figures per province having regard to that.

Estimate of Urgent School Buildings Needs in the provinces:

*Prince Edward Island*

Administration .....	\$ 25,000	
Urban schools .....	30,000	
Rural schools .....	500,000	
		<hr/> \$ 555,000

*Nova Scotia*

Construction of 75 rural high schools.....	2,250,000	
Construction of 5 vocational high schools (urban) .....	1,500,000	
New normal school with dormitories.....	500,000	
New consolidated elementary schools in rural areas .....	1,000,000	
Modernizing single room rural schools.....	500,000	
		<hr/> 5,750,000

*New Brunswick*

Building for rehabilitation classes, training of vocational teachers, and advanced trade training .....	200,000	
Extension of facilities for high school courses, both academic and vocational in cities and towns .....	1,000,000	
50 rural high schools at \$20,000.....	1,000,000	
5 hostels or dormitories .....	50,000	
Replacing or modernizing of 500 rural element- ary schools .....	1,000,000	
		<hr/> 3,250,000

*Quebec (Protestant)*

New classroom space in Montreal schools....	1,080,000	
20 hostels in connection with rural high schools	60,000	
		<hr/> 1,140,000

*Quebec (Catholic)*

To build urban and rural school buildings.....	9,000,000	
Vocational and technical schools.....	3,000,000	
		<hr/> 12,000,000

*Ontario*

General building program .....	10,000,000	
Modern sanitation in 4,000 rural schools.....	1,600,000	
		<hr/> 11,600,000

*Manitoba*

To build good rural buildings in districts that need them .....	3,000,000	
		<hr/> 3,000,000

*Saskatchewan*

To improve rural school plant and equipment	3,000,000	
		<hr/> 3,000,000

*Alberta*

Administration building for school building supervisor .....	15,000	
New composite high school at Edmonton....	400,000	
University high school .....	150,000	
Modern high schools in 25 towns .....	1,000,000	
100 new rural schools.....	300,000	
50 dormitories .....	500,000	
		<hr/> 2,365,000

*British Columbia*

Urban schools .....	500,000	
District municipalities schools .....	500,000	
New rural schools .....	500,000	
Dormitories in connection with rural high schools .....	100,000	
		<hr/> 1,600,000
		<hr/> \$44,260,000

I might add to that this reference to the other amount of \$15,000,000:—

One hundred and fifty junior colleges or advanced secondary schools should be set up to care for students in centres where universities and other facilities for higher education are not available. The cost will approximate \$4,500,000 per annum and a capital expenditure of \$15,000,000.

Mr. BLACK: Might I ask who made up these estimates?

Dr. CRUTCHFIELD: These are made up by representatives of the Department of Education in every province of Canada; these figures come from the Department of Education.

Mr. CASTLEDEN: In the higher education field I believe the figure is about 3 per cent of our Canadian citizens get through the universities.

Dr. WILLOUGHBY: Yes, about 3 per cent get through university.

The CHAIRMAN: I wonder if you could tell us what percentage reach university.

Dr. WILLOUGHBY: I would say about 10 per cent.

Mr. CASTLEDEN: Then, as to your program and your reference to scholarships being provided to the pupil and facilities for their obtaining higher education: in the first place, a lot of students entering universities are not able to carry through either for economic reasons or reasons of inability; but a proper educational standard for the nation as you envisage it here would require about 25 to 30 per cent of our students entering university; what do you say as to that?

Dr. WILLOUGHBY: You say, would enter university?

Mr. CASTLEDEN: Yes, young Canadians who have ability and aptitude to take university training; you were referring to that particularly.

Dr. CRUTCHFIELD: I think that would largely depend upon the possibilities for occupational employment. I think there is a figure mentioned in the report which indicates that between 15 and 20 per cent of our high school graduates go on to university.

Mr. CASTLEDEN: On what basis is that?

Dr. CRUTCHFIELD: On the basis of occupational needs for engineers, doctors and so on. What we really need in this country is an intermediate school where men can get engineering training and technical training up to the level of second year university work.

Mr. HILL: You have in mind vocational training?



Dr. CRUTCHFIELD: Yes, and technical training up to the level of say the end of the second year. There is a great field for these men in industry, that is why I have discussed it at some length.

Mr. MacKENZIE (*Neepawa*): Junior school standing.

Dr. CRUTCHFIELD: Yes, there is a great need for a sound trade; there is so much difference between a man who finishes high school and a man who graduates from university. The man who graduates from the university is of particular value in any industry where he can find work, but that is not always possible; but there is a great demand in industry for the intermediate level where you get many clever men who are not interested or who have not the aptitudes to become engineers but could make very useful superintendents, foremen and so on, and experts in specialized lines.

Mr. CASTLEDEN: That is, in an effort to develop Canada and our natural resources.

Dr. CRUTCHFIELD: Yes, that is right.

Mr. CASTLEDEN: If Canada were to extend the use of her present facilities in the direction you have indicated, particularly in the field of training to intermediate standards, the present facilities would accommodate no more than about 15 per cent of the potential demand.

Dr. CRUTCHFIELD: That is right.

Mr. CASTLEDEN: I would think that would be a very low estimate.

Dr. CRUTCHFIELD: It is a very low estimate. It is estimated that we should have about 150 of these schools across Canada.

Mr. CASTLEDEN: Is that included in your report?

Dr. CRUTCHFIELD: That is not included in our report at all.

Mr. CASTLEDEN: And you think we would need about 150 of this type of school?

Dr. CRUTCHFIELD: Yes.

Mrs. NIELSEN: Might I ask which report the witness is reading from?

Dr. CRUTCHFIELD: The one I was reading from was the Canada and Newfoundland Education Association report of the Survey Committee. I have been given to understand that every member of parliament received a copy of this report.

Mr. CASTLEDEN: It was presented to the James Committee. What about the field of adult education; I did not notice that in your report this morning?

Dr. WILLOUGHBY: You notice that in our report while we do not lay special emphasis on it, we do endorse the C.N.E.A. program. We do not see the object of over-lapping and repeating something we felt was satisfactorily dealt with in the other report. We simply endorsed that, the report of the Survey Committee regarding adult education and library facilities and so forth.

Mrs. NIELSEN: Mr. Chairman, I was very much interested in noticing at the beginning of the report the emphasis which is laid upon the correct foundation for education, including health and welfare. We have of course ideals as to what may be done in the future, but I do feel that we have one thing which may be accomplished right now, immediately; and that is adequate provision possibly under the direction of the federal government with respect to school lunches.

Miss TRUAX: Yes, hear, hear.

Mrs. NIELSEN: I have been talking to Dr. Deake, Chief of the Nutrition Service, and of course he was immediately interested in the possibilities of planning and developing such a thing. I would like to know what your opinion is, as to how that should be administered; whether the federal government should merely take that action and then give assistance; that local bodies would supply

certain requirements with regard to nutritional standards; what groups would be most likely to promote and put into operation a scheme of school lunches; to what degree your organization might be of assistance, particularly in rural areas? Where the business of administering school lunches is proposed one of the difficult problems that immediately comes up is, under what branch is it to be administered or directed?

Miss TRUAX: There are existing organizations in the rural parts of the country who would be very glad, I think, to take over this matter if they had sufficient funds from the government to subsidize the work. There are the women's institutes, home and school organizations and so on; in some of the rural parts of Quebec, the home and school organizations and the women's institutes have taken over the serving of noon lunches on their own; and I am quite sure that there are existing organizations who would be very happy to co-operate in carrying out such a plan. Unfortunately, in the cities a great deal of public opinion has to be exercised on the school board to get them to see the necessity of it. That is the difficulty with which we are faced in Montreal.

Mrs. NIELSEN: Then you think the federal government should take an interest in the carrying on of such a program; that would be a feasible approach to the problem?

Miss TRUAX: I certainly do; and, may I add something to that? There is a school in Montreal where they serve a bowl of soup and two slices of bread to the children. They bring anything else that they need. The teachers tell me that there is a great deal of difference noticed in the work of these children who have their bowl of soup and two slices of bread.

Mrs. NIELSEN: It does present quite a difficulty when you go into the rural areas of western Canada. I am speaking of that part of the country which I know best. I do not know what agencies there are except the local school boards who could undertake this, and often they are afraid that local problems might prove very difficult to these people. Those are the areas where the school lunch is needed most because those are the districts where school children walk three or four miles to school and have nothing for their lunch but a dry sandwich.

Miss TRUAX: Don't you think they could get some voluntary assistance from people living nearby?

Mrs. NIELSEN: Yes they could get voluntary assistance. There should be somebody to co-ordinate these activities and to give some assistance as to how they could prepare something worthwhile in the way of nutrition for these children. It seems that direction is needed in this case, and I believe that direction should come from the federal government.

Mr. QUELCH: The problem would be more easily solved under the larger school unit?

Miss TRUAX: Yes.

Mr. QUELCH: And when you stated that an additional 150 universities would be required, I take it that that is on the basis—

The CHAIRMAN: I do not think that the witness said that 150 universities would be required.

Mr. QUELCH: Altogether.

The CHAIRMAN: I want to keep your question in order.

Dr. WILLOUGHBY: Junior colleges.

Mr. QUELCH: That would be provided that financial assistance were granted to make it possible for the students to carry on their education?

Dr. WILLOUGHBY: Yes.

Mr. QUELCH: Have you ever made any estimation of the number of students who did not go on to university because of the fact that they lacked the financial means to do so?

Dr. CRUTCHFIELD: We could give you a rough idea from tests that have been held in various parts. It is felt that at least from 25 to 30 per cent of the students who graduate from the high schools have the ability to complete their university course but that only 10 per cent enter and 3 per cent graduate.

Mr. HILL: Is it not true that a large percentage of the students who have the financial advantage won't go through college, or when they do get into college fail? As I recall my own college days the students who failed were the wealthy students.

Dr. CRUTCHFIELD: Unfortunately those who have the means to go to university have not always got the aptitude or ability to absorb.

Mr. McNIVEN: They do not make the most of the opportunity.

Dr. CRUTCHFIELD: Yes, or they do not make the most of the opportunity.

Mr. HILL: That is why I cannot agree with your first statement on page 1 in which you say, "experiments have shown only too clearly that the scholastic attainment of groups of children are in direct proportion to their social status". I do not agree with that at all. My experience while going through school and college was the reverse; that those who had not the resources were most successful.

Dr. CRUTCHFIELD: I think you should interpret that in a broad sense to mean well fed and well nurtured children. That is what is meant.

Mr. CASTLEDEN: Could we have figures on the record with regard to the Canada-Newfoundland report showing the number of pupils in Canada who do not attain grade III or grade VI in the public schools and the high schools and the percentage, and what our Canadian educational standards are?

The CHAIRMAN: Are there any further questions which you wish to ask Dr. Crutchfield?

Mr. PURDY: I understood the witness to say that he advocated the expansion of education on an international rather than a national basis; is that correct?

Dr. WILLOUGHBY: Who suggested that?

Mr. PURDY: I thought you did.

Dr. WILLOUGHBY: No.

Mr. PURDY: If you are advocating that to start with you are going to defeat the very object of this committee—

Dr. WILLOUGHBY: Oh, no.

Mr. PURDY: —to give higher education in order to get people more jobs.

Dr. WILLOUGHBY: Our only idea there was that there should be some international educational authority set up at the close of the war to which all of the united nations would belong which would act as a clearing house of information so as to promote world understanding among nations. To begin with certainly some united nations' educational organization should be in a position just as soon as this war is over to go in and help those countries, which have been overrun, to re-establish their educational system. Their buildings will have been destroyed and all their books will have been destroyed. Possibly right now there should be in the course of preparation thousands of textbooks that will be needed for these overrun countries. And quite possibly such an organization is needed with regard to enemy countries to see that in future educational textbooks are published and a type of education is inaugurated which will prevent a repetition of the kind of thing that has been going on. That is what we had in mind with regard to an international agency of that kind—not one to build a common educational system for all the united nations.

Mr. CASTLEDEN: We should try to develop in all the students of all countries the idea of a higher citizenship in the world.

Dr. WILLOUGHBY: Yes.



Mr. CASTLEDEN: And that is very closely linked up with the life of people in other nations?

Dr. WILLOUGHBY: Yes.

Mr. HILL: And you would try to prevent the teaching of propaganda in the schools—propaganda which would be detrimental to the world?

Dr. WILLOUGHBY: Yes.

Mr. MACKENZIE: Except that that is what you would be doing.

Dr. WILLOUGHBY: We will be cutting out the propaganda that is already there.

Dr. CRUTCHFIELD: There is one very important matter that an international bureau of education could look after. For instance, in Poland alone 20,000 teachers will be required immediately after the war, and an international bureau could help to start training those teachers now. There are no textbooks in Poland or in many of the other occupied countries. It has been suggested that through an international organization we should publish textbooks in Canada where paper is so plentiful and have those books ready to be supplied to the people of these occupied countries as soon as the war is over, and in that way help them in their reorganization of their educational system.

Mr. JEAN: Of the \$44,000,000 program you have mentioned what proportion is there for technical schools?

Dr. CRUTCHFIELD: I read that over. The various provinces have asked for certain amounts. The Catholic society in Quebec have asked for \$3,000,000 for technical schools; in New Brunswick they have asked for \$200,000 in one place; in Ontario they have a general building program of \$10,000,000, and I believe that includes technical schools; in Saskatchewan they are anxious to improve rural school plant and equipment and they ask \$3,000,000. Quebec, I think, is the only province that has specifically stated technical and vocational schools, \$3,000,000.

Then, in the other part of the report we have \$15,000,000 asked for these junior colleges or higher technical schools.

Mr. McDONALD: That means the other provinces throughout Canada?

Dr. CRUTCHFIELD: All of the provinces.

Mr. McDONALD: Exclusive of Quebec?

Dr. CRUTCHFIELD: All of the provinces including Quebec.

Mr. JEAN: That would include both technical schools and agricultural schools, would it?

Dr. CRUTCHFIELD: Yes, I understand so.

Mrs. NIELSEN: I notice also in your report you mention the fact that there is not exactly the same standard in the various grade schools among the provinces. I know myself from personal experience that when one of my children moved from Saskatchewan to Manitoba the child suffered considerably by having to be retarded a grade. It seems to me that the Canadian people suffer too much from knowing only their own province and from not have a proper knowledge of the country as a whole. Do you envisage a far wider use of films in the teaching of children, particularly with respect to the study of geography and such subjects, and do you think it would be a feasible project for the future that we should have, shall we say, high school children from the province of Quebec spending a couple of weeks of their summer recess in organized parties attending summer school classes, say, in the province of British Columbia, and children from the maritime provinces spending a couple of weeks of their high school vacation in the province of Saskatchewan, shall we say? Do you not think that a greater effort should be made to give our children opportunities of seeing more of this country than the province in which they live? Have you developed any plans or any ideas on this question?

Dr. WILLOUGHBY: We have made recommendations along that line in our report which is the basis of our brief. We have gone into that matter and have suggested that from the standpoint of helping national unity and from the standpoint of having these children know their own country from coast to coast there might be interchanges of students as between provinces—something in the way of tours.

Mrs. NIELSEN: And of teachers?

Dr. WILLOUGHBY: Yes, of teachers—definitely of teachers. One of the things which would help very greatly and which we have advocated in the report itself, and, of course, which we brought to the attention of the provinces, is that the provinces should get together on a national certificate; in other words that they should validate certificates which would be good in any province of the dominion and encourage the exchange of teachers for the purpose of helping those provinces.

Mr. CASTLEDEN: Would you endorse the recommendation that in the federal field there should be a department charged with the improvement of educational facilities with a national educational outlook? Would you endorse the recommendation for a federal department of education with the necessary changes in the B.N.A. Act to make that possible?

Dr. CRUTCHFIELD: I would not go that far, because if you do that then you are cutting across provincial autonomy. I believe a great deal of improvement can be made under existing conditions by cooperation and better understanding.

Miss TRUAX: We have a bureau of educational research, have we not? Why not give them a job of work to do apart from collecting statistics?

Dr. CRUTCHFIELD: The Bureau of Educational Research of the C.N.E.A. which is headed by Dr. La Zerte of Alberta has now made a study on the evaluation of mathematics in the various grade levels in all the provinces of Canada. That is one of the first steps that have been taken toward the evaluation of the subject of mathematics in the various provinces with the object of trying to reach a standard in the basic subjects.

Mr. CASTLEDEN: When I recommended a federal department of education I did not imply that it should take control; I merely wanted to have something to coordinate and correlate provincial activities.

Dr. CRUTCHFIELD: We do recommend a secretariat.

Dr. WILLOUGHBY: We recommend a bureau or a secretariat.

Dr. CRUTCHFIELD: For the exchange of educational ideas.

Mrs. NIELSEN: Are you satisfied with the education which is being given to Indian children in this country?

Dr. CRUTCHFIELD: That is a dominion affair.

The CHAIRMAN: Mr. Noseworthy is a member of the house but he is not a member of this committee; has he the permission of the committee to ask a question? Proceed, Mr. Noseworthy.

Mr. NOSEWORTHY: I was going to ask Dr. Crutchfield with respect to this dominion bureau which has been mentioned if he would tell the committee something of the work of a similar institution in the United States, where educational authority is very similar to what it is in Canada; where the state government is responsible for education. I would like to ask him something of the central bureau; and I should like to ask him in the second place if they are prepared to indicate in what special fields the federal government can assist education without encroaching upon provincial rights or provincial authority?

Dr. CRUTCHFIELD: The Bureau of Education at Washington has been a going concern for quite a number of years, and that is the only place in the United States to which you can write and get information on almost any

conceivable topic with regard to education in the United States. They also have a large fund of information about education in Canada. We have here the educational branch of the Bureau of Statistics which collects a certain amount of statistics, but I do not think the Bureau of Educational Statistics is quite as widespread in its work as the Bureau of Education in Washington is, and I feel that we should have some central organization in Canada—probably an enlargement of the educational branch of the Bureau of Statistics as it now exists whereby a person, say, from China could write here and be given authentic information about education in Canada. That is what is needed. Also, it would have to be a bureau to which we could interchange opinions and interchange information with regard to the educational systems in the various provinces and what is being done on each of the subjects.

Mr. MacKENZIE: The educational section of the Bureau of Statistics will give you most of that information now.

Dr. CRUTCHFIELD: They are limited in the amount of funds which they have so as to function as we would like to see them function, as a complete secretariat. I have no criticism to make of them. Dr. Robbins is doing a grand job.

Mr. CASTLEDEN: What do you recommend with regard to the development of that branch of your work which has to do with discovering the aptitude of children or the latent ability in the children in the early years of their school life?

Dr. WILLOUGHBY: This C.N.E.A. report covers that, and we endorse it. We recommend this in the first place. You will notice that we have recommended at least a two-year teacher training course. It is long since time that we got away from the normal school course of one year. There is a fund of knowledge and information available which has become greater every year which teachers going into our schools should have—a background of educational information regarding child psychology and subjects of that nature—and the teacher should have training in what you might call child guidance clinics. We recommend that in our report as part of the normal training of all teachers. If we had training of teachers in child guidance clinics, why then the teacher in the classroom would be in much better shape to understand the emotional reactions of the children as well as their social reactions and also to learn about their aptitudes in early stages. That information could be compiled and sent along on a card from year to year, and that information becomes cumulative, so that by and by in the later years of a child's life there is available a large fund of information with regard to that child. That information could be made available and would give that child advice and guidance on what he or she is best fitted for.

Mr. CASTLEDEN: The teacher would also require school equipment and facilities to give a student that guidance.

Dr. WILLOUGHBY: Yes.

Dr. CRUTCHFIELD: May I answer the second question asked by Mr. Noseworthy? According to the C.N.E.A. survey report, in order to raise education to the lowest defensible standards we require in this country \$144,000,000. Roughly speaking, we are spending \$146,000,000 on education—or we did in 1941 for which figures are available. Out of that \$146,000,000 the provincial governments supply \$22,000,000 or about 15 per cent and the local boards supply roughly \$125,000,000. Now, you gentlemen know that the municipalities or the school boards under the present system of taxation are not able to meet these demands; and we as teachers feel that this extra \$144,000,000 has got to come from somewhere if we are to educate our children in the way they should be



educated. I feel definitely that that should come from the government which has the ability to tax, the federal government, by arrangement with the provinces. That money should be distributed according to the needs of the provinces, not on a fifty-fifty basis; because if you give help on a fifty-fifty basis then you create a greater difference because the wealthier provinces have still more money and the poorer provinces have still less money for education. You will also find that the poorer provinces are those provinces that have the largest number of children. Federal aid to education should be distributed according to the needs of those communities. This matter has been worked out in a formula in the United States, and roughly they have figured on the potential need of education. Say that the total number of children in the provinces was taken into consideration—the per capita national income of that province—and that a part of the federal aid should be distributed on that basis. Probably it would be one-third or probably two-thirds—this may not be exactly right—which should be distributed on the number of children enrolled in the schools. Under that method even the wealthier provinces will receive assistance—probably not as much per capita as the other provinces—but they will receive considerable help in financing the education of children in that province, and the poorer provinces will receive very substantial assistance.

You have also got to take into consideration the cost of living, as they did in the United States. They found that in Alabama the cost of living was very much lower than it was in the state of New York. The equalization grants took that into consideration. Possibly the federal government could work that out. We are not prepared to-day to give you gentlemen a formula whereby you can distribute that money, but such a formula could be worked out after careful study.

Mr. CASTLEDEN: Would we be allowed to give these grants under the B.N.A. Act?

Dr. CRUTCHFIELD: Yes. I do not see why not. They are giving grants to education now.

Mr. McDONALD: Is the federal government of the United States contributing on a certain basis—along somewhat similar lines to Canada?

Dr. CRUTCHFIELD: The states have the control of education. There is a bill now before the Senate whereby they are to distribute three or four hundred million dollars for operating expenses of their schools somewhat along these lines, where they take into consideration the number of children—in other words, the educational needs—the census of the children, the national income per capita, and they also divide it up, and a certain part of the grant goes according to the number of children attending school.

Mr. McDONALD: Are they turning this money over to the state treasury?

Dr. CRUTCHFIELD: Yes.

Mr. McDONALD: As free grants?

Dr. CRUTCHFIELD: Yes. I understand they are doing this without interfering in any way with the autonomy of the state.

The CHAIRMAN: Are any conditions imposed, do you know?

Dr. CRUTCHFIELD: Nothing except what any good business man would insist on—that the money be spent for the purpose for which it is given.

Dr. WILLOUGHBY: There are one or two specific things. For example, they are trying to encourage the salary question. I think one of the stipulations says that the salary should not be less than it was in, say, February, 1943. I think that was one of the stipulations, in regard to this grant; it is to avoid the idea of a state saying: All right, we are going to get the money from the federal government so we will drop our contributions to teacher's salaries. I think there is

contained in the bill a provision of that kind—a provision that the state shall pay as much as it had paid at a certain date with regard to teachers' salaries, and a certain section of the grant is devoted to the purpose of teachers' salaries.

Mr. McDONALD: They insist that a part of this money be applied to that specific purpose?

Dr. CRUTCHFIELD: Yes.

Mr. McDONALD: To supplement the salaries of the teachers?

Dr. CRUTCHFIELD: Yes. They have taken one or two things like that which they feel are weak.

Mr. McDONALD: I see in this matter the question of the B.N.A. Act—education under the control of the provinces, and the dominion government or any other government making contributions from the dominion treasury to the respective provincial treasuries without having any control of the money—we are always up against that.

Dr. CRUTCHFIELD: If a state is not willing to do what it should it does not get a share of the money.

Mr. CASTLEDEN: There are grants being made by the federal government to assist in the technical education programs.

Mr. MACNICOL: And there have been for years and years.

Miss TRUAX: And in agriculture also.

Dr. CRUTCHFIELD: I might say that this is required to bring the salaries up to the lowest defensible minimum, which is \$1,321. We consider that that is too low, but that is the C.N.E.A. report. It will require \$39,000,000 to do this. That is where 50 per cent of them will receive less than \$1,321.

Mr. MACKENZIE: On page 17 of the brief, the second paragraph from the bottom, you admit that some of the provinces are able to do this work from a financial viewpoint. I wonder why they are not doing it?

Dr. WILLOUGHBY: In our opinion they have not conceived the real value of education in the life of a democratic nation. That is as I see it. The educational system is tied, as I see it. We have not made much improvement in our educational system from pioneer days; we have not made the same strides in education that we have in scientific advance and technical advance, and some of the provinces have been slow to bring education up into stride.

Mr. McDONALD: In that case it is our duty to educate the adults rather than the children?

Dr. WILLOUGHBY: Yes.

Mr. HILL: One of the troubles is that too much is left to the parishes; they have to raise the funds and simply will not tax themselves for reasonable salaries to teachers.

Dr. WILLOUGHBY: That is it.

Mr. CASTLEDEN: In other words, we have not realized as a nation that our greatest natural resource is the brains of our youth?

Dr. WILLOUGHBY: Exactly.

Mr. CASTLEDEN: I would like to point out that when Colonel Bovey was before this committee he referred to the fact that the cream of our children are educated through our universities and graduate, but that Canada is not able to provide them with occupational employment. That has meant that they have gone to the United States. What has been wrong with Canada in the way that we run things?

Mr. NOSEWORTHY: Might I just add one thing to this question about teachers' salaries. I think it should be pointed out that in British Columbia to-day the mean salary, that is the middle salary, of the province—50 per

cent of the teachers are below that mean—is something over \$1,300 a year. For the whole of Canada the mean salary is within a few dollars of \$700; so that in the more prosperous of the provinces you have almost twice the salary paid to teachers than the average paid for all of Canada. I think the situation in Ontario is that the average salary is just a little below that.

The CHAIRMAN: Order, gentlemen; just a moment; we don't want this thing to get too general. There is one question I would like to ask; I am not just sure how I should word it: I put on the record a letter from a school principal in London, Ontario, whose responsibility is vocational instruction of children; and he was wondering if something could be done with respect to providing educational guidance so that the school principals in the various parts of Canada, and those who are training our returning men and women for future work will have some agency or body which could advise them as to the vocational requirements in the different professions and so forth. Have you any information on that?

Dr. WILLOUGHBY: I remember reading that in Col. Bovey's report. I am also on the Educational War Services Board at the moment. I may tell you, Mr. Chairman, that comparatively recently that board has been getting out a series of little booklets on the different industries pointing out the requirements and calling attention to the things that are needed in the industry by way of education and so on, and opportunities and so on in the industry; the remuneration likely to be received and so on. I gathered from that letter to which you referred that is what they wanted and I think that should be encouraged and some organization should be set up to take hold of that; and if the Educational War Services are doing it, they continue it and cover all the industries of Canada, it would give very desirable information in that respect. That is something which in the past has been conspicuous by its lack. We should have something which would give us an indication of the needs of industry across Canada, something to indicate the different types of industry and the training required; the potential wage or income the industry would afford for those entering it; the opportunities for advancement and so forth. Information of the type asked for in the letter you referred to would be very helpful in guiding these people into Canadian industry.

The CHAIRMAN: Are there any other questions?

Mr. MACNICOL: Mr. Chairman. I studied very carefully the brief submitted. We have had it in our possession for some time. I wrote down quite a number of questions I wanted to ask, and I have some ideas I wanted to give on the immediate value of this type of service. However, I have not been able to convince myself that questions or my observations with respect to this brief would be directly related to the reference which was given to this committee by the House. As I have stated many times, in my opinion, this committee was set up for a definite purpose. We may shortly have men and women returning from the armed forces and many more who will be released from the different war plants; and while all this material is very interesting, and those who got it up deserve unstinted credit for all the time and effort they put into it, it seems to me that it is rather something more for the future than for immediate after-the-war operations. As I see it, our immediate work is to provide jobs for men. When I was home on Saturday, having been associated with big industry for many, many years, people came to me—in one plant last Friday night many men were laid off, and that plant happened to be not very far from my own residence. They wanted jobs. One man, he was from the riding represented by the member for South York, told me that with this coming week-end 250 people are being laid off in a plant that he knows very well.

And now, that is our job, Mr. Chairman, I don't want to say one word that would be a reflection in any particular on this brief; and I want to say, Mr. Chairman, at some subsequent occasion I would be prepared to discuss it. It



contains many fine suggestions with which we are in accord; but, is a long-term educational program our job at the present time? Members will recall that we received just a short time ago a very excellent brief from one of the departments, it was presented by Dr. Weir. I am sure you have all read the editorials which appeared in the press commenting on the statistics presented in that report. I ask you, Mr. Chairman, what had that to do with the business of this committee? Without taking up too much of the time of the committee I would like to just refer shortly to an editorial which appeared in the *Toronto Globe and Mail* recently; as a matter of fact, it appeared in the issue dated the 28th of February. And now, you will recall I am sure, that some of these statistics which were presented to us were apparently merely guesses; indeed you will recall that the *Globe and Mail* editorial characterized many of them "as stuff that dreams are made of." And you will also recall that the very next day following the editorial, the government of Ontario, the biggest provincial government of all, protested the report and instead of substantiating the figures submitted to us as indicating potential employment opportunities for people in Ontario, they revised the estimate by thousands.

Now, I hope the members of the delegation who appear before us to-day will not take unkindly anything I have to say. I think the brief they have submitted is an excellent one and I endorse a great deal of it. But, as I said a moment ago, the thing which is giving me difficulty as a member of the committee, and my job on this committee as I see it, is that the principal responsibility of this committee is to concern itself with programs as a result of which thousands and thousands of men can be placed immediately at work. I have some questions I would like to ask in respect to this very excellent brief, I have some observations which I would like to make to the committee in respect to it; but before I put my questions I want to satisfy myself as to what my duty is.

The CHAIRMAN: You do not mean, Mr. MacNicol, that the hearing of this particular delegation and its representations is outside of the terms of reference of this committee? Of course, what you have in mind is the immediate application of the brief in respect to job potential. I think I am safe in saying that in my opinion it is well within the terms of our reference as interpreted both by the agenda committee, the steering committee, and by myself. I think it was so interpreted at the time we decided to call these people to appear before our committee.

Mr. HILL: Perhaps the brief is one which would more appropriately belong to the committee on Social Security than to us.

The CHAIRMAN: No, not quite. I might say that we discussed in the Steering Committee the possibility of calling this particular group last year, and we decided at that time not to. A year has passed and this committee, which as its Chairman I have great pleasure in saying is an excellent committee and every member of it is deserving of an expression of appreciation from the House of Commons itself for the manner in which when sitting around this table as a parliamentary body they have discussed the various problems that have been presented to us both within the terms of reference and by the briefs presented from time to time; we have not only heard evidence with reference to the securing of jobs (if I may use that expression) but we have made recommendations which if put into effect would without any question take care of every man who requires a job either on return from overseas or having been discharged from a war industry.

Mr. MacNICOL: We haven't any positive plans for any such thing.

The CHAIRMAN: We have made recommendations as a committee which if carried into effect by an administrative body would produce a large number of jobs; there is no question about that; but this committee is not an administrative body.

Mr. MACKENZIE (*Neepawa*): Mr. Chairman, I think this report is very pertinent.

Some HON. MEMBERS: Hear, hear.

Mr. MACKENZIE (*Neepawa*): One of the things to which Mr. MacNicol referred is the return of these boys and girls who are coming back, thousands and thousands of them. What does this report ask you to do; prepare educational facilities for all those who are going to need it on their return.

Mr. CASTLEDEN: Hear, hear.

Mr. MACKENZIE (*Neepawa*): And, further, this relates rather to the long-term problem; the finding of jobs is only a part of it.

The CHAIRMAN: And now, gentlemen, while we are discussing this, may I remind you that there are many aspects to the whole problem. As I was saying, this is not an administrative body, and because of its nature and its foundation it cannot become an administrative body. All we can do is to make recommendations to the House so that the House may instruct the various administrative bodies of government to do or not to do certain things. And now, that is all this committee can accomplish. Now, may I say this, that members of the Steering Committee when I asked them a year ago to postpone the hearing of the Teachers' Federation at that time; but I am convinced that now is a proper time, that this is the opportune moment for us to hear this brief. You will recall that we received a brief just the other day from Dr. Clark, Deputy Minister of Finance, which I think was a proper representation to have on our records. It did not disclose any way of providing jobs within the next week or so for people who require them; but it did show us what administrative bodies were thinking of in terms of finance and the securing and expending of money. That, of course, is necessary in order to provide the jobs.

And now, in saying that, I am not entering into any argument; I am just saying that in my opinion personally and as chairman of this committee, that the hearing of this brief is within the terms of our reference. There may be some question as to whether it is of immediate interest. It may be that we should have waited until a little later on in the session before hearing these representatives of the Teachers' Federation. But I do think that when we are instructed, as we have been, to study and report upon the general problems of reconstruction and re-establishment which may arise at the termination of the present war and all questions pertinent thereto, that it is well within not only our instructions but our duty to have before us representations concerning education; and particularly when those representations include expenditures of money affecting better living conditions for many, many thousands of men and women who are employed as teachers and the opening up of new facilities and new employment opportunities. I know that Mr. MacNicol is not questioning the advisability of hearing the report, because the Steering Committee did agree upon it; but it is a question as to whether he wishes to ask questions in connection with the representations which have been made at the moment; I gather that what he has in mind is the more immediate and pressing necessity of finding employment opportunities. I would just say this in conclusion, that the brief we have before us and the matter we are discussing is in my opinion pertinent to the terms of our reference and entirely within the functions of the committee.

Mrs. NIELSEN: Mr. Chairman, I was just wondering whether Mr. MacNicol thinks that the only duty of this committee is that of finding jobs for people; does he not recognize that we have a much wider field of responsibility associated with the whole general problem of reconstruction and re-establishment?

The CHAIRMAN: I think I may add to what I have just said that we have discussed the advisability of calling some business men before us for the purpose of inquiring into the financial ability of industry to carry out at the end of the war and to bring about the necessary conversion. When they come before us,

if they do, Mrs. Nielsen, we can get from them what they think will be necessary. And when they come before us, Mrs. Nielsen, we can see what will be the answer to that.

Mr. PURDY: Surely Mr. MacNicol would not suggest that the expansion in our school facilities would not create the very employment which he claims to be so anxious to have in this country. For instance, in the province of Nova Scotia, as our premier told you, we have our plans for a large number of rural schools and other schools and a new normal school, and they are ready to go ahead with the drop of the hat. All we are waiting for is for the financial picture to clear. We want to find out whether we have to finance this ourselves or whether we are going to get some assistance from the dominion government—and when manpower is available.

Mr. MacNICOL: I did not say that.

Mr. QUELCH: I may say that our work is not merely to provide jobs because we can do that by merely producing picks and shovels; our work is to try to devote ourselves and our men to developing the resources of the nation at a higher level so that our people will have a high standard of living. One of our greatest resources is our young people, and if we can educate our young people we should be in a better position to bring about the development of the resources of this country and thereby increase its wealth.

Mr. JEAN: Mr. Chairman, may I give an illustration which will help Mr. MacNicol to understand the point I am dealing with now. I represent a constituency which is well covered with industries of all kinds. We are in need of technical schools to supply skilled men to these industries. There are our soldiers and our men working in war industries to be considered. They will have to go to school to meet the need of peace time industries in my constituency. I might say that we have 125 demands for new industries to be built up in that district, and the building of those industries is waiting for peace. But we have not the skilled men ready or even the returned soldiers or those who are employed in war industries, because they are not prepared either, to work in plastic work or the new industries which we are contemplating now. So, I think it is very important that we make some recommendation with regard to the building of technical schools in industrial centres. Before coming to the technical schools these children have to go to primary schools to be educated. This comes within the scope of our studies, and I think it is important that we should discuss these matters now carefully.

Mr. CASTLEDEN: I believe that while our committee is one of reconstruction it has a greater work than rehabilitation which is part also of our work, and that is the matter of education which is so important. I would like to move that a special committee be set up to study the educational picture in Canada and to study the various educational reports from this association and also the C.N.E.A., and to bring in a report to the main committee before the close of the session.

The CHAIRMAN: Instead of making that motion will you leave it with the steering committee?

Mr. CASTLEDEN: I will recommend it to the attention of the steering committee, rather than to make a motion.

The CHAIRMAN: That is not a motion.

Mr. GILLIS: I was one member of the committee who stressed for months the necessity of bringing this delegation here, and I think that this is very timely, because they have proven their needs to us. In the first place, we are short in Canada at the present time 14,000 teachers. We have not got them. Secondly, there is an immediate building program necessary if we are to develop education in Canada. We have not got the facilities. That is proven. That is an



important task which should be undertaken. Had these people not come here today we would not have known anything about this. However, the most important feature has to do with the salaries which are being paid to teachers in Canada. We can go ahead with the building program and we can carry on all the propaganda we may wish in that field, but unless we can make the job of teaching worth while we are not going to attract people to it. To my mind the surprising thing is that the teaching profession in Canada waited so long before sending a delegation here. From the reports I have seen I think they should have had a hunger march on Ottawa long ago, because the salaries paid to the teaching profession in Canada are a disgrace.

Mr. HILL: Ottawa has not done it; it is a provincial matter.

Mr. GILLIS: They should be setting the pace.

Mr. HILL: I believe that the salaries are too low.

Mr. GILLIS: Before we start talking about a building program or of attracting others to this profession we should demonstrate to these people that we are prepared to make money available to assist them to make a decent living. I think the greatest patriots in Canada to-day are the school teachers—those people who have stuck to their jobs and recognize their responsibilities to Canada's future. They could all have gone into the services or into industry or some other profession which is paying a higher wage, but they stuck with their schools. I have met many of them. I think the matter of teachers' salaries is something that this committee should give serious consideration to.

Now, what I would like to ask the spokesmen of the delegation is this: in the development of your technical schools or intermediate schools, is it your intention, or do you visualize the use of schools which are now in existence in Canada in the armed services for technical purposes? There is a large teaching personnel built up, developed largely by the Canadian Legion Educational Services and later absorbed into the army, the navy and the air force. A very important job is being done there. These induction boards, these army personnel examining boards—they are all training now, and I think they are in a position to make a definite contribution in the field of vocational training after the war. I think the schools that have been built and the facilities which have been set up should definitely constitute a part of the program which we visualize for the intermediate schools. The reverse machinery is in effect now. You are inducting men into the forces, picking them out and moving them back into civil life. Do you visualize the use of that machinery in your program of technical training?

Dr. WILLOUGHBY: Yes, indeed we do. We have referred to it specifically in our report. We did recommend to the provinces that a survey should be made of all existing facilities used by the armed forces and war industries to see what schools could be made available and useful, and we certainly visualize both in our report. And in our endorsement of the C.N.E.A. report making every possible use of all existing facilities—and many of them, I think, can be made of great use—we cannot see why these schools that have been set up for the training of the armed forces and their technical equipment—and some of them are well equipped—should not be made available for the re-training and vocational education and technical education for all of those people who are being rehabilitated.

Mr. MacNICOL: Having been a teacher myself I feel that I am quite competent to express my opinion as to the value of the educational profession. Apparently, there is a little misunderstanding with regard to my attitude.

The CHAIRMAN: I know that.

Mr. MACNICOL: I agree with all that has been said about salary. I taught in a school for \$300 a year.

Miss TRUAX: That is why you did not stay.

Mr. MACNICOL: And after one year I got a salary increase of \$50 a year in a country school. I put the first children through that school into a high school that were ever put through and the school was built in 1847. There were German children and they were wonderful children. They could not speak English when they came to school at first but they passed to the high school at twelve years of age. Anything I have been saying has no reflection on education itself.

The CHAIRMAN: We understand that.

Mr. MACNICOL: At the moment I have in my riding 70,000 working men and women including their families and naturally my main concern is with jobs. I know many of these people—I know hundreds of them and perhaps thousands of them—and I know that there is nothing more heartbreaking than for a man who has been working in a plant to have to go home and tell his wife and family that he is through, that he has been laid off. The spectre of want comes in at once. I can visualize even now what is going to take place after this war. And while all these matters are of great importance and I do not want to discount for one moment my opinion of the educational profession—I keep asking myself what is the primary duty of this committee at the moment. I may be wrong because it is only my opinion, but I think it is to see to it that the thousands and thousands of men who are going to be laid off in the riding I represent, and in every other industrial riding in Canada, will at least have an opportunity of living. How can I as a member of this committee assist them to that end? I know no other way than by the preparation of works, plans and specifications. You have reported these matters to the house on two or three occasions and no action has been taken; not a single, solitary program, as far as I know, is ready, and this war may end any time. I hope it does. When it is ended and the rush of unemployed are given a chance to live I would support any program that will increase the educational facilities of Canada. They should be increased. Teachers' salaries should be advanced. I know that they should be raised. But at the moment am I wrong in assuming that as far as I am concerned my main job is to expedite the provision of jobs. We should bring men here who can tell us how we can provide jobs. I suggest, Mr. Chairman, that we write to Mr. Dave Hayes of Medicine Hat, an irrigation expert, a very practical man; he can present to us a program that will provide thousands of jobs at once. Am I wrong in suggesting that? Is not that our main business at the moment? All the rest of these matters are of vast importance, I admit, and I do not want any member of the delegation to think that I discount these matters because I do not.

The CHAIRMAN: I do not.

Mr. MACNICOL: I am in sympathy with their proposals; but I cannot help it; being as I am in close contact with many thousands of men and women working in industry, and realizing what happened after the last war; I cannot be charged with being unsympathetic with this program merely because I put the other first.

Mr. CASTLEDEN: Nobody says that. Is it the intention of the committee to sit this afternoon?

The CHAIRMAN: That is up to the committee; of course, the delegates are here and one of the reasons why I asked whether there were any further questions was to ascertain the pleasure of the committee with respect to sitting this afternoon.

Mr. MACNICOL: I would hesitate to let them go at the moment if they feel like coming back this afternoon. I don't mind asking my questions; and I do not want to be put in a false light with respect to anything I have said.

The CHAIRMAN: What is the wish of the committee; shall we proceed this afternoon or do you wish to stay a little longer and complete the questioning now?

Mr. CASTLEDEN: I suggest that we come back this afternoon.

The CHAIRMAN: Very well, we will come back at 3 o'clock.

The Committee adjourned at 1:05 o'clock p.m. to meet again at 3 o'clock p.m. to-day.

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### AFTERNOON SESSION

The Committee resumed at 3:10 o'clock p.m.

The CHAIRMAN: Gentlemen, we will proceed. We adjourned at one o'clock to resume at this time for further questioning. The meeting is now open for questions.

Mr. PURDY: Mr. Chairman, this morning Mr. MacNicol put on the record certain excerpts from an editorial from the *Toronto Globe and Mail*. I think in order to keep the record straight it would be well to put on the record the fact that the information apparently which the *Globe and Mail* used in its editorial was obtained from the present administration in Ontario, whereas when Dr. Weir was before us he gave us figures which had been compiled on the basis of a dominion-wide survey on behalf of the federal administration which is far more broad-minded than is the present administration in Ontario.

The CHAIRMAN: I do not think, Mr. Purdy, that we should go into that at the present time; I think rather that we should deal with it on a future occasion. To-day we have a delegation of the teachers' association appearing before us and I think we should take advantage of their presence and get the benefit of their views on the several subjects in which they are interested. I will therefore ask the members if they care to ask any further questions.

Mr. MACNICOL: I said this morning that I had read the brief over very carefully and that I refrained from asking questions because I wanted to determine to my own satisfaction whether or not such a procedure would be in order. I can answer that now in the affirmative; and I will proceed to ask some of those questions.

The CHAIRMAN: Did you say they are in order?

Mr. MACNICOL: Yes, Mr. Chairman. On page 3 of the brief, at the bottom of the page, we find this: "We reaffirm our belief in the inherent dignity of labour and the right of mankind to work." We all agree with that, and I would like to ask now if the witnesses feel that work, which was referred to in the sentence I quoted, is not perhaps the first consideration, the provision of work?

The CHAIRMAN: That is not a matter for them; you mean for the committee to consider that?

Mr. MACNICOL: No, I am asking a question in reference to this statement: "We reaffirm the inherent dignity of labour and the right of mankind to work." I would like to know if the witnesses feel the provision of work is perhaps our primary duty after the war.

The CHAIRMAN: You don't mean of this committee?



Mr. MacNICOL: No, I am asking them.

Miss TRUAX: You are asking that?

The CHAIRMAN: Yes.

Miss TRUAX: I will answer that; yes, but that means training for work; training for work means education; so that brings us back to where we were.

Mr. MacNICOL: I agree with that; I agree that that requires training for work.

Dr. CRUTCHFIELD: You will note that in England, where the problem of reconstruction is probably just as great as here, that they are now in the process of putting through an education bill reorganizing their educational system from top to bottom with the hope that through this reorganization of education they will be able to train and prepare people for work.

Mr. MacNICOL: And it will be found that before we will be able to do that we will have to make provision for people to have jobs; that they cannot live without means, and means means work—somebody has to pay for it and they can only pay for it by working.

Dr. CRUTCHFIELD: They have tackled the question of reorganization of education first.

Mr. MacNICOL: So that you put the reorganization of education ahead of the provision of work, the providing of men with jobs?

Dr. CRUTCHFIELD: I rather think they should go together, I feel that they could both be worked out together.

Mr. MacNICOL: I agree with that part of it.

Dr. CRUTCHFIELD: I do not think that education should be neglected, or any reorganization of it.

Mr. MacNICOL: No, no, I was not arguing anything like that at all; but what I do feel is that the primary consideration, the first consideration at least to hundreds of thousands of men and women is in making a living—in accordance with this statement: “we re-affirm the inherent dignity of labour and the right of mankind to work.” They will have to have work if they are to be provided with food and clothing. Then, there is another question on page 4: I presume that the statement in number one, “that the policy of the dominion government should be directed towards the elimination, by international and reciprocal agreements, of all restraints to trade among nations,”—well, I ask myself in that regard that while the objective may be interesting, as a matter of fact collaboration is impossible at least within many years? For instance, one of our great, and one of our first problems after the war will be to be able to compete with a billion or a billion and a half people in Asia—I am now speaking of the Chinese, the Hindus, the Malaysians and Japanese who will at once proceed to recover markets by getting back to business; and the question there is will it be possible within the next quarter of a century to remedy that; what do you think about the possibility of removing the barriers to trade within a quarter of a century?

Dr. WILLOUGHBY: In that connection I would say that we do not pretend to be economic experts, Mr. MacNicol; or anything of that nature. There are a lot of other people far more qualified to answer a question of that kind than we are; but we feel that that is one of the things necessary if we are going to have world understanding and world trade in its best form.

Mr. MacNICOL: In other words, at the present time it is purely academic.

Dr. WILLOUGHBY: I would say that it is likely it will have to be of a progressive nature so far as the growing of carrots and things of that kind are concerned.

Mr. MacNICOL: Then there is another question in reference to subsection (a), a little further down on the same page: “the establishment and maintenance of an adequate national minimum of individual income (based on the cost of

living)." Do you think that is possible? The Japanese live on rice, the Chinese live on rice, the Hindus live on maize; and it would be quite a while before they would be able to adjust their standard of living so that it would even begin to approach the one we are accustomed to; if we let the bars down we will have to come down to their level, because their standard of living is in no way comparable to that which we enjoy.

Mr. HILL: In other words, if we get into competition with them we will have to come down to the standard of living of the 400,000,000 people of the Asiatic countries instead of their coming up to our level.

Mr. MACNICOL: I wanted to ask you what you thought the possibilities were in that regard?

Dr. WILLOUGHBY: I would say in the first place that that statement refers to planning within the nation, that is the aim that we should have.

Mr. MACNICOL: Yes, but most of this is based universally, world-wide; so that we would not be able to confine it just within the nation.

Dr. WILLOUGHBY: Yes.

Mr. MACNICOL: I have another question—if the members of the committee do not mind, I have a few questions to ask.

The CHAIRMAN: Go ahead and ask them.

Mr. MACNICOL: I gave the brief a real study before to-day, Mr. Chairman.

The CHAIRMAN: Yes, I know.

Mr. MACNICOL: Another question I wish to ask relates to subsection (d) in which you refer to the decentralization of industry and the establishment of new industries. I agree with the establishment of new industries in sections where they can be established; but, as I said the other day, and I do not hesitate to say it again, the word decentralization is being applied frequently to-day just as in the days of the French Revolution the poor revolutionists talked about the veto; they wanted to go to Versailles and see Mr. and Mrs. Veto. This matter of decentralization is a tremendous problem.

Dr. WILLOUGHBY: Yes, it is.

Mr. MACNICOL: For instance, how would you decentralize the Steel Company of Canada at Sydney? I do not believe it could be done. It is a huge industry. It could not be broken up and spread around to a number of small communities. It gets its iron all from Bell Isle, Newfoundland, and it is brought from there to Sydney where they have an ample supply of coal. I do not think it could be decentralized. Just what do you envision in decentralization? I think possibly that should read, "small industries should be built up wherever the population and facilities are available."

Dr. WILLOUGHBY: That was the interpretation intended on that section.

The CHAIRMAN: It suggests a better distribution of industry.

Dr. WILLOUGHBY: Where possible and feasible.

Mr. MACNICOL: Then on page 8 you refer to the abolition of child labour. We all agree with that. Has your association set an age limit of say 14, 15 or 16 years—this would be a provincial law?

Dr. WILLOUGHBY: We are advocating there, Mr. MacNicol, that as soon as possible the compulsory age limit in these provinces should be 16, and a part-time educational program up to 18 for the benefit of young people going into industry. We would like to see age 16 as a minimum.

Mr. MACNICOL: I agree that 16 should be the age limit; and I am glad to have you state a definite age. And now, the next paragraph is number 5 on page 5: everyone can agree with that. Speaking personally I would like to have seen something added with regard to crippled children. At the present time we have a good many children who are crippled, possibly occurring at child birth or afterwards or it may have been the result of spinal meningitis or some other reason.

Dr. WILLOUGHBY: That should have been included. In many cities throughout Canada they make a special provision for crippled children, in some places they have a teacher go into the home.

Mr. MACNICOL: One of the members the other day made a very good speech in connection with old age pensions. He expressed exactly the same thought that has been expressed by many members of this House for the past fourteen years. It was the late Mr. J. S. Woodsworth and Mr. Heaps who were the pioneers of this move, as I remember it. I have supported it for at least twenty years. No, no; that only came up about fourteen years ago; but that is your objective, to reduce the old age pension limit and increase the allowance.

The CHAIRMAN: I do not want to interrupt Mr. MacNicol, but I would point out that all this which appears on page 5 and to which you are now referring is really material which relates more directly to the work of the committee on Social Security, and perhaps it should not take up much of our time in this committee.

Mr. MACNICOL: Yes, I agree with you on that.

The CHAIRMAN: I just wanted to keep that before you, that that is a matter which pertains more directly to the committee on Social Security.

Mr. MACNICOL: And then, number 6, the continuation and extension of such government controls as are found necessary to implement the above recommendations. I think most everyone of us is willing to support government control where it is essential, but most people want to get rid of it; you are not advocating government control of everything?

Dr. WILLOUGHBY: No, not at all.

Mr. MACNICOL: The next is number eleven, which is section 7 on page 5. I agree with that. The premise you base it on is sound, and I think much good will result from it, once it gets into operation. I want to now envision your plan as a long-term plan. It is not just what I had in mind in the sense that our main duty was to provide jobs after the war. I will agree with you that it is a long-term program in which education has to go on; and the better educated people are the better it will be for the whole country. The next question I have relates to something you say here with regard to the United Nations—has your organization been in contact with the Educational Associations of China, or India, or Holland or Belgium or the other European countries in connection with the development of this program?

Dr. WILLOUGHBY: No. We got the information on which we based this largely from these two publications I mentioned. And now, in connection with the English one, the London International Assembly, that is an assembly made up of educational representatives of the governments of those countries that are over-run and that are in London at the present time such as Poland and Czechoslovakia.

Mr. MACNICOL: Then, page 9, item 2: "It is necessary to create soon a council on education for the United Nations;" would you not include in that after the war such countries as Germany? After all, even our enemies are human beings and I for one am not going to continue to look upon them as enemies after the war is won; would you not include all the nations as well as the United Nations?

Dr. WILLOUGHBY: As soon as it can be worked out, yes.

Mr. MACNICOL: Then on page 10, section (c): "we need not dwell at any length on the importance of education in the life of a nation. It is, of course, the very foundation of any type of society; and if the foundation is weak, the building is weak," etc. We all agree with that. Everybody knows that the more education the children are given the better for the whole body politic.

Dr. WILLOUGHBY: Yes.



Mr. MACNICOL: I think the committee are unanimous in supporting anything like that. Immediately after the war what would you propose to widen the basis of education? Just here, let me ask this question; have you got the percentage of children who attend public school, or rather those who go from public school to high school?

Dr. WILLOUGHBY: Dr. Crutchfield I think has those figures.

Dr. CRUTCHFIELD: You will recall that I gave the percentages this morning. I have checked that up and I find that in a survey made in 1930 when conditions were pretty much the same as they are to-day, 26 per cent of those pupils who finished public school enter high school. That is based on a survey made in Washington for the whole of the United States.

Mr. MACNICOL: That answers my question.

Dr. CRUTCHFIELD: I have a survey for Ontario and the figures are pretty much the same; 28 per cent in Ontario who finish public schools enter high schools.

Mr. MACNICOL: Well then that means as far as Ontario is concerned 72 per cent do not go on; what is your program for increasing the education of this 72 per cent?

Dr. WILLOUGHBY: That is covered pretty well in the survey report, report of the Survey Committee. They have gone into that fully and it is a matter of change in curriculum.

Mr. HILL: That is not due entirely to war conditions, because there are not 72 per cent of the people of Ontario who could not afford to educate their children through high school.

Dr. WILLOUGHBY: No, I do not think so.

Mr. HILL: Therefore, it is not for social causes.

Miss TRUAX: I think it is owing largely to the fact that we have not got sufficient facilities in our secondary school education; that is, we cannot offer all these people a program that will suit them.

Mr. HILL: High school courses are general courses.

Miss TRUAX: No, not altogether, just academic; it has the academic side in most places.

Mr. HILL: It is just a continuation of public school courses, up through your high schools.

The ACTING CHAIRMAN: Is that necessarily so, Mr. Hill?

Mr. HILL: No, I would not say that the high schools are essentially academic; that is not so, in the province from which I come. As I view it, they are a continuation of the public school courses up through the high school—English literature, history, mathematics and similar subjects.

Dr. WILLOUGHBY: The solution to that lies, according to the survey report, in a composite type of high school which would provide a number of avenues of continuation study for these pupils. Most of our pupils going through take the academic work with a view to going on to university.

Mr. HILL: What you are really driving at is this, I take it; you would include vocational courses?

Dr. WILLOUGHBY: Partly vocational courses; we want them to have them.

Mr. HILL: We might have them taking half the lectures in the high school or academic subjects and putting half their time on vocational work.

Dr. WILLOUGHBY: Not at that stage, not at the high school stage. We would envision that, on a higher level where they would get part of their education.

Mr. MacNICOL: Have you envisioned incorporating in your program another branch of education that has been developed during the war; namely, the opening of schools at factories called pilot schools for people leaving the public schools to go to factories, because the vast majority of people will do that; in most cases their every interest and desire is to get into a factory. When I was a young lad that was my desire. You could have pilot schools for them. Have you made any inquiry into the field of pilot schools?

Dr. WILLOUGHBY: Yes; as I say, we have definitely recommended that there be a part-time education in school and part-time in the factory at the age of 16.

Mr. HILL: Your high schools are ahead of your public schools. When the pupil goes from the public school to the high school he merely continues the same type of course he has been taking in the lower school. You continue their courses, you do not change them; and they just take a little more advanced work, the next course in mathematics, the next course in English or the next course in English literature or whatever it may be.

Dr. WILLOUGHBY: That is only true of one or two grades in the high school. In our high school we have commercial courses along with the academic.

Mr. HILL: And now you are getting into the vocational field; commercially is vocational.

Dr. WILLOUGHBY: Yes, we have composite high schools. That is the answer to the situation. You cannot establish a vocational or commercial school in every community, but you can establish a high school which deals with a wide range of subjects.

Mr. HILL: Which includes vocational training.

Dr. WILLOUGHBY: Yes, vocational training.

Mr. HILL: What you are planning is to make a vocational school out of your high school.

Mr. CRUTCHFIELD: We use the word composite school.

Mr. CASTLEDEN: In Ontario are any of your high school facilities not being used? Are your schools pretty well filled up, your high schools?

Dr. CRUTCHFIELD: No, not at the present time.

Mr. CASTLEDEN: In pre-war conditions?

Dr. CRUTCHFIELD: Pre-war conditions, yes.

Miss TRUAX: The high school attendance has been showing a state of increase ever since the depression—an appreciable increase.

Mr. CASTLEDEN: Have we facilities for giving high school education to any more than 28 per cent of our public school pupils?

Dr. CRUTCHFIELD: I should say not much more.

Mr. CASTLEDEN: Do the facilities at the present time prevent that? Have you figures for all of Canada?

Dr. CRUTCHFIELD: For which?

Mr. CASTLEDEN: The percentage of students leaving public schools and going into high school?

Dr. CRUTCHFIELD: The figures I gave you there are approximately the same for all Canada. They are from the last report I had. I have not got reports for last year. The war, of course, has made a distinct difference. We do know this, that in certain parts of certain provinces the children are leaving school too early to go into war industries and so on and they are going in to blind alley jobs. Those children should be taken back and put into school and re-educated—thousands of them.

Mr. CASTLEDEN: What kind of work are they getting into?

Dr. CRUTCHFIELD: What we call blind alley jobs.

Mr. MacNICOL: What do you mean by blind alley jobs?

Dr. CRUTCHFIELD: A job with no future.

Mr. MacNICOL: Would you call a plant—I will not give it its right name, but we will call it the XX Radiator Plant—a plant with 1,000 men—now, would you call that job of making radiators a blind alley job? These men are building radiators, assembling or testing them.

Mr. HILL: What Dr. Crutchfield means is that if these children go into a factory and learn a certain trade they lose their educational facilities which would come with high school and vocational training.

Dr. CRUTCHFIELD: Yes.

Mr. HILL: I agree with that.

Mr. MacNICOL: Now, here is a man who is moulding radiator sections, and here is a man who puts the threads on radiator sections and here is a man who chips off the pieces of iron on the sections that they get in the plant; you would call that a blind alley job?

Dr. CRUTCHFIELD: Yes.

Mr. MacNICOL: In Canada, I suppose, there are 750,000 or 1,000,000 men working in plants. Those are not blind alley jobs. They are not the jobs that you and I would like, but our ambition should be to give a man who works at a job like that an opportunity to advance. What I am trying to find out is what is the opportunity for him? The whole 750,000 or 1,000,000 men working in plants cannot all become professors or teachers or doctors or lawyers.

Mr. HILL: He means that it is a different thing for a boy who has had the advantage of a high school education to go in there.

Mr. MacNICOL: In Ontario he has to be sixteen years of age.

Mr. HILL: At sixteen they are pretty well through.

Mr. MacNICOL: On the second last paragraph on page 10: "How can we give to the school children during their school life the education that will best fit them for life in a democracy?" What program have you got for advancing education in a country school? I taught in a country school and I loved it and I loved the children. They were beautiful children. They were all German children and they were all very clever. Now, would you propose teaching children in a country school to love the soil? After all, the love of the soil is a great heritage.

Dr. WILLOUGHBY: I say that these children in the country are entitled to as fine an education and as well trained teachers, teachers of as high character, as they are in any other part of the country. These teachers are all trained. We did mention here an increase in the teacher training course for two years. We think that teachers should be specially trained for community leadership. That is one angle.

Mr. MacNICOL: Keep to my question.

Dr. WILLOUGHBY: I know that does not answer it all. Now, in the community the school itself should be so equipped that it can also be a community hall where the students can take their recreation. All that will help them to love their home environment and will foster a love of their country. We recommend the larger unit of administration where they can get all the advantages right in their own district or near their own district which the larger urban centres have by way of high school training. We specifically recommend in our report for the older boys and girls a type of agricultural vocational school where the students may learn agriculture and basic vocational work applicable to agriculture. That is the type of thing that we envisage.

Mr. MacNICOL: It is in the rural school from which so many children leave at sixteen years of age, because they nearly all have their advance classes to-day, but they have to help their parents on the farm or they may soon be farming



themselves. Should not they be taught something about animal life and plant life?

Dr. WILLOUGHBY: That is covered in the report of the survey committee which we have endorsed.

Mrs. NIELSEN: On the point as to what we can do to encourage the best teachers to go into the country areas, I believe that in the Soviet Union, to encourage young doctors to go out into the wide open rural areas, the government offer those men a higher rate of pay than is paid in the case of doctors in the cities. I think we should reverse our system and instead of paying our country teachers lower salaries than are paid in the cities we would induce better teachers to go out into the country areas if we offered them salaries which were really substantially in advance of those paid in the cities; because the rural teacher has to rely upon herself much more than has the city teacher. She has not access to good libraries, she cannot attend lectures, she has quite often to spend a good deal of her own money for extra books and things of that kind; and if we gave rural teachers to understand that they would receive substantially better salaries than urban teachers that would do a great deal, and country life can be made very pleasant if one has the facilities that are needed. I think that idea should be encouraged.

Dr. CRUTCHFIELD: May I say that I am in perfect agreement with Mr. MacNicol. He taught in the country school, and I taught in a rural area; and I strove very hard for years to get that community to allow me to give some training in agricultural study—the thing that the children met with every day—and when I could not persuade the people there to permit this I left the community in disgust and I went to an industrial centre where I had charge of a technical school where I was able to give special training to the youth which would fit them to work in the industries of that community.

Mr. CASTLEDEN: Does not something rest largely on the matter of financing rural schools—the matter of rural income?

Dr. CRUTCHFIELD: Yes.

Mr. CASTLEDEN: In Australia and New Zealand and some other countries higher wages are paid to rural teachers where teaching difficulties are greater. It seems to me we have to solve the problem of financing if we are going to solve this problem. The rural community does what it can. In many cases they get into debt trying to maintain their rural facilities. Their incomes are so small that it makes it almost impossible for those communities to provide the facilities.

Mrs. NIELSEN: That boils down to a larger school unit.

Dr. CRUTCHFIELD: In New Zealand a teacher in a rural school receives \$200 a year more than a teacher in a city school.

Mr. McDONALD: That brings up the question of consolidation of schools in the country districts. What is your opinion about that? A situation arose in the province of Quebec with regard to the Protestant School Commission of the province of Quebec. They found themselves, owing to the decrease in Protestant population in different rural areas, with four or five families trying to maintain a school, and in a district four or five miles away the same condition obtained, and that obtained all through the municipality. The commission asked the Quebec government to do something with regard to this problem, and the answer of the government was the appointment of a commission composed of members of the Protestant School Commission to inquire into the situation and to bring in a report for the government with their recommendations. They did this. Their chief recommendation was the centralization or consolidation of one school where probably four or five schools had existed. Probably you are familiar with this situation. The government in turn accepted the recommendation and extended to them a grant of 50 per cent of the construction cost of the consolidated schools. Now, by doing that they brought all of their pupils into the one

school, they were able to pay for better teachers and they were able to increase their standard of education, which is the main point. In so far as I know this has applied to my own county and it is an outstanding success and has not involved any increase in taxation on the part of the ratepayers. Incidentally, I might mention that a question arose in my county at one time with respect to such consolidation and I had a visit from two gentlemen who were large ratepayers, neither of whom had children attending school, and they asked me to protest against this consolidation because they were afraid that it was going to increase their taxes. They got very little sympathy from me, and I had the satisfaction of hearing them say afterwards that they had made a mistake, that they received better education for the children and it did not cost them anything more. I was wondering if that sort of thing could not apply pretty generally throughout country districts where the distances were not too great? I might also mention that provision is made in the Quebec situation for the transfer of these children in summer and winter by bus or sleigh to the school, and that is included in the cost. So far as I know it is working out perfectly satisfactorily.

Mr. McNIVEN: What is the experience in western Canada so far as cost is concerned of consolidated schools?

Dr. WILLOUGHBY: Are you thinking of consolidated schools or the larger unit?

Mr. McNIVEN: No, the consolidated school.

Dr. WILLOUGHBY: There are not so many consolidated schools—I am speaking of Manitoba—there are some. I do not think that there has been much increase in cost—I do not know whether there has been any. I cannot answer that question specifically, but it is discussed occasionally at the trustees' convention and the teachers' convention, and the general opinion is—as this gentleman said—that it was very satisfactory and adds very little to the cost.

The CHAIRMAN: In British Columbia when Dr. Weir was Minister of Education the province went in on a large scale for the creation of the consolidated district, the large district, and it was reported to be satisfactory.

Mr. HILL: It worked out satisfactorily in New Brunswick; in fact, it gives the high school course without much extra cost as well as libraries and gymnasium accommodation.

Dr. WILLOUGHBY: And any increased cost there is is more than taken care of by the fine advantages and the more advanced education that can be given.

Mr. MACNICOL: My next question is along the line of one asked by Mr. Castleden, and it has to do with the big paragraph on page 12 dealing with buildings and equipment. I would like to ask a question with regard to that. Reference was made in one section to the unsanitary schools, and the condition of many schools across the country is pitiable. Has your association met with the municipal associations and discussed with them the probable taxation which would be involved for the improving of the schools, and what has been their reaction?

Dr. WILLOUGHBY: Of course, that is done through the provincial organization, not through the Canadian Teachers' Federation. Each province has control of its own educational system. There is a teachers' organization in each province and the Canadian Teachers' Federation is made up of representatives of these organizations. As far as Manitoba is concerned, we did discuss it with the municipal authorities and with the educational authorities, and we were able to get improvements and so forth, but it is a very slow process. Just now the Manitoba government is laying down certain minimum specifications for rural schools, and I believe they are going to include in that teachers as well, teachers' responsibilities. I think that is general through the various provinces.

Dr. CRUTCHFIELD: I may say that the Canadian Teachers' Federation sent this out to all the provincial teachers' associations and asked them to contact their departments of education to prepare a program for reconstruction and building and be prepared to offer concrete suggestions as to what buildings should be repaired, and where new schools should be built, but this idea was all in the process of reconstruction. There might be a big building program, and we felt the schools should have the priority in that. I understand that Nova Scotia is ready and prepared with concrete proposals for a reconstruction program in that province where they are building new schools and repairing old schools.

Mr. MACNICOL: Would not it have been better for you to contact the municipalities? They represent the taxpayer and you would have to have their consent?

Dr. CRUTCHFIELD: They are doing that through the provincial department of education.

Mr. CASTLEDEN: With regard to the matter of financing, I notice that one of the vicepresidents, Dr. LaZerte, in a letter to members of the house stated, "In Great Britain over 50 per cent of the costs of education is borne by the state and the same is true in Scotland and northern Ireland, and less than half by the local education authority. The whole cost of education is borne from state funds in Australia, New Zealand and British North Africa."

The CHAIRMAN: That would be equivalent to the provinces here, would it not?

Mr. CASTLEDEN: Not in Australia.

The CHAIRMAN: There would be the various states in Australia and the Australian national government. The British, of course, would be in one state; but in Australia, when you speak of the state government would you not mean New South Wales, and so on?

Mr. CASTLEDEN: Yes, that would be it; instead of leaving the burden on the local district, there is a state-wide levy on income. They granted them equivalent opportunity in education. What is it in Great Britain?

Dr. CRUTCHFIELD: The new educational bill is asking for a considerable increase in expenditure on education, the central government giving 55 per cent of all educational costs in Great Britain.

Mr. CASTLEDEN: What do you mean by central government?

Dr. CRUTCHFIELD: The British government.

Mr. CASTLEDEN: The central British government?

Dr. CRUTCHFIELD: Yes.

Mr. McNIVEN: That includes the high schools, public schools and universities?

Dr. CRUTCHFIELD: I understand it includes the whole field of education.

Mr. MACNICOL: In Ontario we are to have 50 per cent of the cost advanced by the provincial government. My next question pertains to the paragraph at the bottom of page 12: "a very important part of this problem"—and a little further down you say, "although it is particularly acute in Quebec"; what is the significance of that phrase, what does it mean?

Dr. WILLOUGHBY: Where is that?

Mr. MACNICOL: It is in the third line from the last.

The CHAIRMAN: At the bottom of page 12.

Mr. MACNICOL: Yes, there you say, "although it is particularly acute in Quebec". You say, "this problem is present in every province in Canada, although it is particularly acute in Quebec, and we feel that the onus in this



matter must rest on the English-speaking people." I was wondering just what the meaning of that clause in the sentence was?

Dr. WILLOUGHBY: I think it means—there the reference is to the fact that Quebec being largely a French-Canadian province there appears to be difficulty, we are always being told that there is difficulty getting understanding between the two nationalities, the English-speaking people of Canada as a whole and the French-speaking people. That is the reference that is intended there, only a general reference.

Mr. MACNICOL: I see, it is just a general reference.

Mr. CASTLEDEN: Is there compulsory attendance in schools in Quebec at the present time?

Miss TRUAX: Up to the age of 14.

Mr. CASTLEDEN: When did that go into effect?

Dr. WILLOUGHBY: This year.

Mr. CASTLEDEN: Is it in effect at the present time?

Dr. WILLOUGHBY: Yes.

Mr. CASTLEDEN: In 1943 you say a bill was passed making it compulsory in the province of Quebec?

Miss TRUAX: Yes, up to the age of 14.

Mr. CASTLEDEN: I noticed in a report of the Research Committee of the Canadian Federation some time ago you were giving salary schedules for teachers—a number of teachers in the province of Quebec were receiving less than \$300 per year—the number was 1,294; and 6,311 were receiving less than \$400 per year.

Dr. WILLOUGHBY: Conditions have improved some since then. There is no teacher in the province of Quebec today receiving less than \$400; so I am given to understand by the Department of Education; but it is still a serious situation.

Miss TRUAX: I would say that the average salary, or the average wage for temporary teachers ranges between \$512 and \$516.

Dr. WILLOUGHBY: That is for the French-speaking schools, is it not?

Miss TRUAX: I think that is for all rural elementary teachers.

Dr. WILLOUGHBY: Both?

Miss TRUAX: Yes.

Mr. CASTLEDEN: How many provinces have a basic minimum salary by law?

Dr. WILLOUGHBY: They all have a minimum salary by law.

Mr. CASTLEDEN: What is it for Quebec?

Miss TRUAX: There has been some argument about the Catholic teachers; they tell me it is still the statutory minimum for female labour, \$300; but I believe in practice they usually get \$400.

Mr. CASTLEDEN: I just want to point out in that same report, the survey, on page 7, shows that in Canada in 1938 there were 19,000 teachers who were being paid less than the legal minimum wage for experienced women in industry.

Miss TRUAX: That is the practice, legally.

Mr. CASTLEDEN: And in the same report I see that 85 per cent of the Canadian teachers were being paid less than skilled union workmen.

Mr. GERSHAW: Mr. Chairman, might I have the privilege of asking a question?

The CHAIRMAN: Gentlemen, Dr. Gershaw would like the permission of the committee to address a question to the delegation; is it agreeable?

Some Hon. MEMBERS: Yes.

Mr. GERSHAW: There are two questions I would like to ask which to some may not seem to be directly related to the subject under discussion. First I would like to ask if the thousands of teachers who left schools and went into war work or into the armed forces will be given their positions when they return from such engagements? My other question is this: do the witnesses feel that the greatest and most important work of the schools is to give every child the advantage of a high school education before they branch out into any particular vocational work? My observation among the members of the House of Commons has been that those who are well grounded in high school subjects have a very much better chance of doing well in the House. That they have an easier time of keeping up if they are well grounded in these high school subjects before branching out and going into vocational work.

Dr. WILLOUGHBY: There are two questions there; what was the first question?

Mr. GERSHAW: Will those teachers who have entered the armed forces or gone into war industries be able to get their jobs back?

Dr. WILLOUGHBY: Is there not a Dominion enactment to take care of that?

Mr. GERSHAW: I did not know whether that applied to schools or not.

Dr. WILLOUGHBY: Yes, that applies to schools, I think; I think their jobs are supposed to be available to these people when they are released from the armed services. How it will work out in practice, especially in the rural areas, I do not know. Undoubtedly, there will be difficulties.

Referring to your second question; I would say that there we are in accord with you, generally speaking. We would like to see everybody getting a high school education and be well grounded in high school subjects before they branch out into vocational work; but in our schools we have a population such that we find that a certain percentage who apparently are not intellectually equipped to take advantage of a high school education but who can take advantage of a vocational course and be guided in a skill in which they are very much interested; so, we feel that for a certain proportion of pupils it is necessary to have some vocational training.

Mr. HILL: I agree with you 100 per cent.

Dr. WILLOUGHBY: Before the end of the high school life.

Mr. HILL: That is quite correct. They can be made into specialists or at any rate very good artisans.

Mr. CASTLEDEN: Have we in Canada technicians who understand the training of teachers to carry on this work of vocational guidance?

Dr. WILLOUGHBY: No, none at all. That is one thing I noticed and I think Mr. Turgeon made mention of it this morning; about the extent of the need for vocational guidance. The thing that impressed me was this, that although there is this great need for vocational guidance in high schools, vocational schools and so on, there is no institution in Canada that I know of where such people may go, where people may be selected and sent to get a real technical course in vocational guidance. And it seems to me that one of the first provisions that should be made if we are going to tackle this part of vocational guidance in the schools is to make some provision some place in Canada for a training course or college for what we call vocational personnel who are going to act as guidance officers in our schools.

Mr. HILL: In New Brunswick they started a vocational training scheme back in 1910 through the schools. I know a case in Saint John where they sent over to the States to get their teachers and the result of that was that as soon as the pupils were trained, and they were finely trained in vocational work, they went over to the States and got jobs; and as far as I know they are there yet.

Mr. MACNICOL: Coming back now to the question of technical schools; I know in some of the schools in Toronto they use master plumbers to teach plumbing to the students, and master engineers to teach engineering; and the same with machinists and painters—practical education.

Dr. WILLOUGHBY: And that is splendid; but what we are thinking about here is the vocational guidance officer, the one who helps to decide what branch they are particularly suited for. Those are the vocational guidance officers I had in mind; people who will help them determine whether they will become a plumber or electrician and so on.

Mr. CASTLEDEN: Would you recommend the federal government doing something in regard to research in that field and getting together information and knowledge from the experience of other countries, such as Great Britain, the United States and Russia. I understand they are all doing splendid work in their schools at the present time—they are helping students to discover latent abilities and then they give them guidance along avenues which they can take. Experiences such as Mr. Hill referred to have been all too true. Possibly there have not been sufficient opportunities for employment here in Canada; that may be one of the reasons why they have gone to the United States; but surely Canada to-day is in the position, as the result of the progress which has been made during the war, to provide employment for these people whom we train. Of course, that situation was more true following the first Great War, when we were less industrialized than we are to-day; and we hope it will not apply to so great an extent following this war as it did after 1919.

Mr. HILL: I think probably we will be in a better position to take care of it now.

Mr. CASTLEDEN: Advances in respect to the training of people for work of the like that we have been discussing have been very considerable and very important.

Mr. MACNICOL: My next question relates to page 13, Section D, and more particularly to the last paragraph of Section D: "to provide for all individuals whose personal educational plans were disrupted directly or indirectly through the incidence of war". Many young people enlisted out of high schools before they had acquired matriculation standing. I understand that a number of them have received the equivalent to senior matriculation although they were not in all cases required to pass the usual examinations. The reference I have quoted I presume applies more particularly to doctors, lawyers, engineers and professional people of that kind.

Mr. HILL: The government have already made arrangements to take care of people of that kind.

Mr. MACNICOL: Everybody is entitled to it.

Mr. HILL: That is all done now; that was all taken up in Social Security. Arrangements have been made for them to continue to graduation if they are good students.

Mr. McNIVEN: Just before you finish with that, Mr. MacNicol; is it not the intention to give these students the same opportunity as students who are attending the university to complete their courses; and is not that the practice which resulted from the last war, giving a man his degree or letting him write for a particular examination and therefore becoming qualified as a lawyer, a doctor or engineer; is it not now the intention, and would you not recommend, that in such cases the interrupted educational program be followed through to its conclusion?

Dr. WILLOUGHBY: We think that these people whose education has been interrupted should have an opportunity of following through their educational course just as far as they can, and they should be given just as good a professional training as anyone else, whether it is in law, medicine or in the technical field.



Mr. McNIVEN: Any other position would handicap them?

Dr. WILLOUGHBY: Absolutely, yes.

Mr. MACNICOL: It is better for these people if they have a thorough education.

Dr. CRUTCHFIELD: Some men who have been demobilized now are attending our school.

Mr. McNIVEN: Yes, I believe there are a number of men attending university.

Dr. CRUTCHFIELD: I have seven men in my own school now taking technical courses.

The CHAIRMAN: Have you had any complaints from men who have been discharged from the armed services in connection with not having an adequate opportunity of securing proper educational facilities and help from the government?

Dr. CRUTCHFIELD: I have found a great many men who did not know the opportunities available for them.

The CHAIRMAN: That would indicate a lack of knowledge of opportunities?

Dr. CRUTCHFIELD: Yes.

Mr. MACNICOL: My next question pertains to the next paragraph on page 13; specifically about the middle of the paragraph, it reads: "so that these teachers will be available in order to supply the great demand for additional teachers which will be occasioned by the demobilized members of the armed forces who will present themselves to educational institutions for further training". I understand from what was said this morning that there are about 14,000 teacher positions vacant now?

Miss TRUAX: No; but there is a shortage to carry out this plan of rehabilitation and re-training. Col. Bovey stated that we would need 7,000; but I think he has put it at a very low figure. Then, we have 6,000 qualified people teaching in Canada; and then there are about 1,000 schools without teachers. That indicates a shortage of about 14,000 at the very minimum.

Mr. MACNICOL: I question whether there are 14,000 teachers or men of that kind in the armed forces.

Dr. CRUTCHFIELD: I do not think there are 14,000. My latest information is that there are approximately 9,000 or 10,000 male teachers—I am talking about male teachers, I have no record as to how many female teachers are in the armed services.

Mr. HILL: I understand that there are some 4,000 of them in the army, the navy and the air force.

Mr. MACNICOL: On page 14 I have a question in connection with the second last paragraph, relating particularly to the words "technical and vocational education"; I understand that the federal government does make a grant to vocational schools.

Dr. WILLOUGHBY: Yes.

Mr. MACNICOL: But I understand that several of the provinces have not accepted the grant.

Dr. WILLOUGHBY: Yes.

Mr. MACNICOL: With the result that in several of the provinces, if my information and recollection of the subject is correct, my deduction is that with respect to technical schools the situation is in no way comparable to what we have in Ontario.

Dr. WILLOUGHBY: That is right.

Mr. MACNICOL: And your program envisages equality of opportunity with respect to technical school training in all the provinces?

Dr. WILLOUGHBY: Yes, indeed. One of the reasons why some of the provinces have not taken advantage of the technical education grant has been because of the requirements which placed upon them the responsibility of putting up the money on a dollar for dollar basis; and therefore we feel that these grants should be made on the basis of need rather than on the basis of population or on the basis of a fifty-fifty contribution.

Mr. HILL: You mean on the basis of the financial ability to pay.

Dr. WILLOUGHBY: Yes.

Mr. MACNICOL: A child in any one province should have the same facilities and opportunities as the child in any other province.

Dr. WILLOUGHBY: Yes.

Mr. MACNICOL: And my next question relates to page 15, the first paragraph; "it is our opinion that all teacher-training institutions should provide courses in child guidance and practical child psychology in co-operation with child-guidance clinics so that all teachers shall receive special training in this field." There is only one high school in our province, the province of Ontario, that I know of which has a nurse; I believe that is in the city of Windsor. What is your opinion; shouldn't every high school have a nurse? Is it not a fact that the young girl or the young lad would be more receptive to advice with respect to hygiene or other matters where there was a qualified nurse, where one could be available to help boys and girls through the adolescent age; does your program envisage that?

Dr. WILLOUGHBY: Yes, it envisages that; of course, that is covered partly in our recommendation regarding health, and it is also covered in the report of the Survey Committee; and they advocate there the setting up of nurses in the schools and proper medical supervision of children. In some of the larger centres to-day, of course, you have one nurse for two or three schools.

Mr. MACNICOL: Yes, that is the way it is in Windsor.

Dr. WILLOUGHBY: I quite agree that there should be adequate supervision over things of that kind. What we had in mind here particularly was that we have a shortage of training institutions. In the larger centres we think there should be child guidance clinics where children are brought in to the schools and where they have psychiatrists; psychologists and where they give tests and so forth; and if these teachers in training could get the benefit of that kind of training themselves when they were in training they would be much better equipped to discuss with the pupils their emotional disturbances to social reactions.

Mr. MACNICOL: Do you recommend that?

Dr. WILLOUGHBY: We recommend that, yes.

Mr. MACNICOL: I can never understand educational authorities who are not in favour of having nurses for public schools, especially where the public schools are combined with high schools; it strikes me that that is the place where we need them the most in our public schools.

Miss TRUAX: Yes, that is where they are needed.

Mr. MACNICOL: Mrs. Nielsen during the discussion this morning made a reference to the Indian schools. I have had the opportunity of visiting quite a number of Indian schools, and the more remote they were, the more I enjoyed my visit. I have been appalled to see how little the teachers in the Indian schools know about disease of any kind. I have always believed that a program of education should bring all teachers in Indian schools to a central training school whose educational facilities are not anything like ones available in other schools—that we ought to do something in order to teach them something about hygiene, nursing and so on.

Mr. McNIVEN: Were you referring particularly to nurses in high schools in Ontario?

Dr. WILLOUGHBY: Yes.

Mr. McNIVEN: We have had nursing services in our public schools in Regina for a number of years and we consider that a vital service.

Dr. WILLOUGHBY: I think we should have them in the high schools, and also in the rural schools.

The CHAIRMAN: I do not want to rush the members and I will give Mr. MacNicol all the time he wants, but are there any other questions that members wish to ask the witnesses?

Mr. PURDY: I had two questions I wanted to ask. One had to do with the discussion this morning on the new Act in the United States whereby they are making grants to the states. I was wondering if when making those grants they insist on the same general courses through all the states or whether they still carried those courses as in Canada?

Dr. CRUTCHFIELD: They carry different courses. All they ask for is to see that the money has been spent for the purposes of education.

Mr. PURDY: The second question I wanted to ask was whether in the opinion of the witnesses the present rehabilitation program concerning our armed forces and continuing their higher education is adequate in their opinion?

Dr. CRUTCHFIELD: Well, I think it is fairly adequate. They have made some provision to take care of special cases. That part of it, I think, is very fine. I really feel that the allocation given may have to be raised still higher.

Mr. PURDY: You mean the monetary consideration?

Dr. CRUTCHFIELD: Yes. I am speaking from experience I already have.

Mr. GILLIS: Mr. Purdy has brought up this matter about the armed forces, and I am of the opinion that that is one medium of education that is going to be absolutely necessary. Colonel Bovey when he was before this committee stressed that strongly, but it has not been mentioned in this brief. I was debating with myself whether the matter came within the purview of this particular delegation or not. A large percentage of the boys coming out of the services have not sufficient education to warrant them taking advantage of the present vocational training regulations. Now, you gentlemen have not made any comment whatsoever as to what is going to happen to that boy who is not even sufficiently well grounded in elementary schooling to take advantage of our present vocational training regulations. Have you in mind what is going to be done to that boy? Colonel Bovey when he was before the committee recognized the problem as being a very pertinent one and one of immediate concern—because we are faced with it today—and he strongly urged the continuation of the military schools now established for the purpose of taking in boys who were illiterate when they enlisted—two in Ontario and one in Quebec—for the purpose of handling those thousands of boys who did not have a job previous to going into the services and who have not sufficient education to go into anything when they come out of the services. Have you anything in mind with respect to that particular matter?

Dr. WILLOUGHBY: In our report we have gone into that matter more fully than in the brief, and our feeling is that we are perfectly in agreement with Colonel Bovey's suggestions in regard to that matter. We think provision should be made for classes and schools for these people, but provision should be made for adults; that is, these people should not be asked to go into an elementary school with younger children. Provision should be made for taking up their education at the level where they need to take it up in order to become proficient and to perform the groundwork. There should be classes organized across the country, where necessary, to take care of these people where they will be in their own adult environment.



Mr. GILLIS: The reason I brought this out is that within the last year I have met quite a number of boys coming out of the service and discharged who are not able to take up anything and are not able to get a job. That is one problem that should be handled immediately in this field of education.

Dr. CRUTCHFIELD: If we do not do that they will become a liability on the state.

Mr. GILLIS: That is right.

Dr. CRUTCHFIELD: From the point of view of economy alone it is the right thing to do.

Mr. NOSEWORTHY: I wonder if Dr. Willoughby and his committee are prepared to answer a little more definitely a question I asked this morning. Are you prepared to suggest to this committee definite ways in which in your opinion the dominion government should come to the aid of education. We covered a vast field in this discussion, and I would like to get something crystallized to leave with the committee as a suggestion.

Dr. WILLOUGHBY: Yes, we are prepared to make certain general recommendations. We think that as the teaching personnel is the crux of the educational system the first thing that will have to be done to solve the problem and attract the proper type of people into the profession will be to raise the standards of the profession by raising the salary. There is, across this dominion, a movement which is fairly general in some provinces—in several provinces I know of—for establishing wage scales or minimum wage scales. For example, we think that the federal government, if they decide to give aid, might say something like this to the provinces: Now, if you are prepared to establish minimum wage scales in this province you will be entitled to a certain proportion of the money to help you do that on that ground. Then, we have recommended very strongly the equalization of educational opportunities across the Dominion of Canada, and we all know that this equalization of educational opportunity is not present even within the provinces: that the boy in the outlying rural areas has not had the same educational opportunities as the boy living in urban areas. And so another condition under which money might be granted and under which it seems to us there will be no need of interfering with provincial autonomy would be to say to the province: Now, you equalize educational opportunity in your own province by introducing larger units of administration or something like that which will enable such educational opportunities to be utilized and you will be eligible for a grant. These are two suggestions that we might make in connection with the matter; also the matter of encouraging students who have the mental equipment to go on to universities and institutions of higher education. The grants might well be made to cover the matter of scholarships for people who are unable to attend such institutions without financial help. These are two or three things that come to my mind as suggestions by which we feel that federal aid might be given without infringing upon provincial autonomy regarding the control of education or curricula and without interfering with curricula programs or anything like that. Does that answer the question?

Mr. NOSEWORTHY: Where would your program come in?

Dr. WILLOUGHBY: Of course, we make specific recommendations here with regard to the large public building program which seems to be generally recognized. That will be necessary. Educational institutions should be given a high priority in that respect. In the United States during the W.P.A. days there were magnificent schools built from public funds all across the United States in the various states, and I think this is a splendid opportunity, or it should be, to get real school buildings established in place of the old obsolete buildings which dot the horizon in rural areas throughout Canada. That is a specific recommendation, of course, in the report itself.

Miss TRUAX: And the building program, of course, would give employment. Not only that, but there is the question of teachers' training. There is no doubt that they need two years normal school training—that is the minimum—and this of course will involve added expenditures.

Mr. McDONALD: And that is a provision of the law in the province of Quebec today.

Miss TRUAX: Two years? No, it is one.

Mr. McDONALD: For normal school?

Miss TRUAX: One year for normal school.

Mr. McDONALD: I have a normal school in my riding and it is two years.

Miss TRUAX: It is two years, but one year for the twelfth grade.

Mr. McDONALD: It is a bilingual normal school.

Miss TRUAX: That is on the Catholic side?

Mr. McDONALD: Yes.

Miss TRUAX: But on the Protestant side it is still one year.

Mr. CASTLEDEN: Could you give us a break-down of, say, 100 of Canada's children showing how many do not get any opportunity for school education, how many graduate to four years, how many complete public school, how many enter high school or technical school, how many enter the university and graduate? From 100 students all you have is sixty leaving public schools.

Dr. CRUTCHFIELD: I got the figures I have here from Ontario—1,000.

Mr. CASTLEDEN: You have not got statistics for the whole of Canada?

Dr. CRUTCHFIELD: No, not for the whole of Canada. These figures are really fairly accurate for the whole of Canada. These from Ontario are a little high for the whole of Canada.

Mr. CASTLEDEN: I am sure they are completely out of line for Quebec.

Dr. CRUTCHFIELD: Yes, they are out of line for Quebec.

Mr. CASTLEDEN: It does not reflect inequalities of opportunity which exists in Canada today, and which it is necessary to see. Does the Dominion Bureau of Statistics in regard to education not carry these figures?

Dr. CRUTCHFIELD: I think they have fairly accurate figures.

Mr. CASTLEDEN: And also on salaries?

Dr. CRUTCHFIELD: Yes, on salaries too.

Mr. McNIVEN: Dr. Willoughby mentioned a moment ago the desirability of assistance being given to worthy students. Is there not some such system now in vogue which has been in vogue since 1938 of federal assistance by way of a loan from the Department of Education to worthy students?

Dr. CRUTCHFIELD: Yes, there has been from the Department of Labour here at Ottawa—there have been some scholarships granted—but unfortunately in some of the provinces, I think in most of the provinces, that assistance is only given to the boy as a loan and when he graduates he is handicapped with that debt. I do not think that is a right policy to follow in a democratic state. If a boy is really clever and absolutely needs the money so that he may become a more useful citizen of the state I think he should be given a scholarship and that it should not be necessary to have it paid back.

Mr. McNIVEN: Do the provinces really intend that he should pay it back?

Dr. CRUTCHFIELD: They state so.

Mr. McNIVEN: Is it not intended to fasten some responsibility upon him so as to indicate to him that he is not getting something for nothing?

Dr. CRUTCHFIELD: I think I have five boys in my own school now who are getting \$200 apiece to attend a technical school, and according to their agree-

ment they are supposed to pay back 50 per cent of that within two or three years after they graduate.

Mr. McNIVEN: The other 50 per cent is a gift from the government?

Dr. CRUTCHFIELD: Yes.

Mr. McNIVEN: I was thinking of that reference in the brief to the necessity for uniformity in grades in textbooks and curriculum, and I was wondering if Dr. Willoughby could tell the committee what progress has been made in that direction in western Canada; and secondly, if greater progress has not been made in view of the fact that educationalists are in control of the education system and are responsible for the grading, for the textbooks, and for the curriculum of our public school systems. I speak particularly of the western provinces where the conditions for the most part are the same, and I have never been able to understand why we should not have a common system applicable at least within the three western provinces—preferably for the whole of Canada—but at least for the three western provinces. Coming from Winnipeg, doctor, you will be able to tell us something about that?

Dr. WILLOUGHBY: I will give you some information on that, but I will not be able to tell you why. There has been for quite a long period of time an attempt made by the Department of Education of Manitoba, Saskatchewan and Alberta to get together—they have held many meetings—in order to get a series of common textbooks for those three provinces. They have had a committee set up of the three departments of education to work on that, but so far as we can see they have not made very much progress.

Mr. McNIVEN: Have they not made progress with regard to the common textbooks for grades I, II and III?

Dr. WILLOUGHBY: I think they may have. I am not quite familiar with that—not as familiar as I am with the high school textbooks. I think you are probably right in that connection. Of course, the textbook problem is not a big problem in grades I, II and III. There are only about two textbooks, the reader and the speller—

Mr. McNIVEN: And the arithmetic book?

Dr. WILLOUGHBY: I think they have made some progress in that respect. Apparently, when they come to discuss common textbooks for the three provinces for the higher grade levels they run up against some trouble.

The CHAIRMAN: Have they got common textbooks in the three maritime provinces?

Mr. HILL: No.

Mr. McNIVEN: What about the grading and the curriculum?

Dr. WILLOUGHBY: I do not believe they have made any effort—I do not believe they have been even considering trying to establish a common curriculum; I believe they feel that that must be based on the common textbook problem or something of that nature, and they had better get that ironed out first if they can before taking up the matter of the curriculum.

Mr. PURDY: I was going to say that I had a rather peculiar experience in 1937. At that time I had children going to school and one evening my boy came to me with an Ontario geography and there was a picture over the words "codfish drying near Truro, Nova Scotia". It happens that we come from Truro and no codfish are dried within 150 miles of us.

Mr. McNIVEN: I was wondering whether Dr. Willoughby's reluctance to give us the facts might be due to his harbouring the belief that the politicians were responsible?

Dr. WILLOUGHBY: No, I do not know the cause.



Mr. McNIVEN: Because during the time I was in the Saskatchewan legislature the members of the legislature were very anxious that such a thing should be accomplished.

The CHAIRMAN: Yes, I knew that years ago when I was in the Alberta legislature.

Dr. WILLOUGHBY: The same thing is true of the Manitoba legislature; but they have not been able to reach an agreement.

Mr. McNIVEN: Your body comes before us with a brief and makes that recommendation, and the same group of men and women are in control of the curriculum, the grading, and the textbooks.

Dr. WILLOUGHBY: No.

Mr. McNIVEN: They depend on you men and women for advice in this particular sphere; why have you not brought it about?

Dr. WILLOUGHBY: I do not know as I just got the point of that question.

Mr. McNIVEN: The grading is done by the inspectors of schools; the curriculum is established by the inspectors; and likewise the text books are authorized; they make their recommendations and the department acts on those recommendations. Why do not these men and women working in the field of education get together and hit upon something that everybody else wants?

Dr. WILLOUGHBY: Inspectors are departmental officials, they are not teachers.

Mr. McNIVEN: But you are educationists.

Mr. HILL: Your association includes Manitoba and Saskatchewan; why don't you get together and recommend to your several governments?

The CHAIRMAN: Would this straighten it out for you: can either of you tell us whether the federation of teachers, any provincial federation of teachers, have made a recommendation which has not been carried out?

Dr. WILLOUGHBY: Oh yes, our own organization has recommended.

The CHAIRMAN: Of course, you can only speak for your own organization.

Mr. CASTLEDEN: I can speak for Saskatchewan having been vice-president at one time; our association made a recommendation, and I believe the Canadian Teachers' Federation had the same matter brought up annually.

Mr. McNIVEN: And it is incorporated in this brief.

The CHAIRMAN: I was referring more particularly to the provincial organization of teachers; I understand they have made recommendations in the three prairie provinces, have they not?

Dr. WILLOUGHBY: Yes indeed, the Manitoba Teachers' Association has, so has Saskatchewan, and I am quite sure Alberta has also.

Mr. HILL: As far as the maritime provinces are concerned, their curricula are so near uniform that any high school graduate in any one of the three maritime provinces can pass the entrance examination for McGill. They all apparently land in the same place when they graduate out of high school, because they can all go and take the examination for McGill or any other college and enter.

Mr. CASTLEDEN: I would like to know how many grants such as Mr. McNiven referred to are in operation at the present time; I understand there is a grant of \$200 per year for people going to technical schools.

Dr. CRUTCHFIELD: That is in Quebec; it is approximately \$60,000 from the federal government.

Mr. CASTLEDEN: From the federal government?

Dr. CRUTCHFIELD: I believe it is \$30,000 from the federal government and \$30,000 from the provincial government.

Mr. CASTLEDEN: That is under the recent grant from the Department of Labour?

Dr. CRUTCHFIELD: Yes.

Mr. McNIVEN: That has been in operation since 1938.

Dr. CRUTCHFIELD: Since that training plan started.

Mr. McNIVEN: And that was in what year?

Dr. CRUTCHFIELD: 1938.

Mr. McNIVEN: To what extent has that been taken advantage of?

Dr. CRUTCHFIELD: That, I could not say; but the Department of Labour has all those figures.

Mr. MACNICOL: There is one final question; at the bottom of page 16 you refer to the Canadian and Newfoundland Educational Association. My question only applies to Nova Scotia, Prince Edward Island and New Brunswick—and perhaps British Columbia. Do you envision any program whereby the young lads—I am not interested in young women so much as in the young lads—in the public schools who will probably follow the sea and become fishermen are given anything in the nature of the rudiments of navigation?

Dr. WILLOUGHBY: Yes.

Mr. MACNICOL: Are they trained in anything like that?

Dr. WILLOUGHBY: No, not to any great extent.

Mr. MACNICOL: They should be.

Dr. WILLOUGHBY: Yes, they should be.

Mr. MACNICOL: It is part of their life.

Dr. WILLOUGHBY: Yes.

The CHAIRMAN: If there are no further questions, I will ask whether Miss Truax, Dr. Willoughby or Dr. Crutchfield would like to say anything to us in closing. They submitted a brief which must have taken considerable thought and study to prepare and the summarization of that report was excellently done by Dr. Willoughby. They have been subjected to a lot of questions that ran through the whole scale, and possibly they would like to say something to us in closing.

Miss TRUAX: Mr. Chairman, I would just like to say this, that I would like to express before I leave our appreciation of the opportunity of coming before the members of this committee who have been so patient in listening to us and so sympathetic in understanding our problems, as shown by the questions you have asked; and I would just like to leave this keynote of the Canadian Teachers' Federation with you; that we stand for equality of educational opportunities for every Canadian child; and I am quite sure you all agree with us; and I am quite sure you will study this matter and discuss how best this can be done under our present system.

Dr. WILLOUGHBY: I want to second what Miss Truax has said; and while I am on my feet I do want to refer for one moment to Col. Bovey's report. As most of you will remember, those of you who have studied it will remember that in the financial set-up he suggests he referred to the need for 7,000 teachers at an average salary of \$3,000 a piece. I would like to compliment Col. Bovey on putting that figure somewhere near where it ought to be. I am quick to call the attention of this committee to the fact that it is away above the \$1,321 minimum recommended by the survey report of the Newfoundland and Canada Educational Association. Thank you very much.

Dr. CRUTCHFIELD: Mr. Chairman, ladies and gentlemen, I must say that I am delighted to have been able to come before you to-day with this brief on the question of federal aid to education. Some of you who are sitting around here

to-day will probably recall that in 1935 we met in the Chateau Laurier, at the time when the depression in the prairie provinces was at its peak; and we came out at that time and stated very definitely that there must be federal aid for education, and we were condemned from British Columbia to Prince Edward Island—

Mr. MacNICOL: By whom?

Dr. CRUTCHFIELD: By the papers. We have travelled a long way since then. We do appreciate this opportunity of presenting our views to this committee of the House of Commons. I think we have travelled a long way during the last nine years.

Mr. MacNICOL: Mr. Chairman, I am going to move a vote of thanks to the delegation. I am sure that we have learned a lot. I am sure also that they will go away with perhaps a better idea of our problem here. While just before noon I expressed the view that perhaps something more important should receive our immediate attention, I think this afternoon I have helped them out considerably.

The CHAIRMAN: Ladies and gentlemen of the delegation: on behalf of the committee I wish to express to you our appreciation of the way in which you have done your work while appearing before us. I think I can say not only for myself but for every member of the committee that we were impressed by the representation made by you. I am sure that we all feel first that the standard of education itself must be raised, and that there must be greater Canadianization in Canada; and secondly that the status must be raised financially and in other ways.

Thank you very much.

The committee adjourned at 4.40 o'clock p.m. sine die.















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UNIVERSITY OF TORONTO  
CHURCHILL RECONSTRUCTION & RE-ESTABLISHMENT  
SPECIAL COMMITTEE  
1944

( SESSION 1944  
HOUSE OF COMMONS )

( SPECIAL COMMITTEE

ON

RECONSTRUCTION AND RE-ESTABLISHMENT

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 4

THURSDAY, MARCH 23, 1944

WITNESSES:

- Mr. R. G. Perry, President, Dominion Motor Coach Association, Toronto.  
Mr. A. H. Foster, Vice-President in Charge of Operations, Gray Coach Lines, Toronto.  
Mr. Manfred Burleigh, President and General Manager, Great Lakes Grayhound Lines, Inc., Windsor, Ont.  
Mr. H. J. Curtis, Vice-President and Treasurer, Provincial Transport Co.  
Mr. H. Husband, General Manager, Vancouver Island Coach Lines, Ltd.  
Mr. I. S. Fairty, K.C., Vice-President and General Council, Gray Coach Lines Limited, Toronto, Ont.

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## MINUTES OF PROCEEDINGS

THURSDAY, March 23, 1944

The Special Committee on Reconstruction and Re-establishment met this day at 11 o'clock a.m. Mr. J. G. Turgeon, the Chairman, presided.

The following members were present: Messrs. Bence, Bertrand (*Prescott*), Black (*Cumberland*), Castleden, Eudes, Ferron, Gillis, Mackenzie (*Vancouver Centre*), MacNicol, McDonald (*Pontiac*), McNiven, Martin, Matthews, Poirier, Purdy, Sanderson, Tustin and White.—18.

At the request of Mr. MacNicol a letter from Dr. G. M. Weir, Acting Director of Training, Department of Pensions and National Health, to Premier George Drew of Ontario, respecting the figures given by Dr. Weir in presenting his evidence before this Committee, was ordered printed in the evidence. This letter was published in the *Globe and Mail* on March 3, 1944.

The Chairman introduced Mr. R. G. Perry, Toronto, President Dominion Motor Coach Association, and Mr. Perry introduced the following delegates from that Association:—

Mr. J. C. Barker, Secretary, Dominion Motor Coach Association;

Dr. Gustave Beaudet, Quebec, P.Q., President, L'Association des Propriétaires D'Autobus de Quebec;

Mr. Wilbrod Bherer, Secretary, L'Association des Propriétaires D'Autobus de Quebec;

Mr. Manfred Burleigh, President and General Manager, Great Lakes Greyhound Lines, Inc., Windsor, Ont.;

Mr. H. J. Curtis, Vice-President and Treasurer, Provincial Transport Company, Montreal;

Mr. I. S. Fairty, K.C., Vice-President and General Counsel, Gray Coach Lines Limited, Toronto, Ont.;

Mr. A. H. Foster, Vice-President in charge of operation, Gray Coach Lines Limited; and President, Ontario Association of Motor Coach Operators, Toronto;

Mr. H. Husband, General Manager, Vancouver Coach Lines Limited, Victoria;

Mr. Lindsay A. Mercer, Passenger Traffic Manager, Canada Coach Lines Limited, Hamilton, Ont.;

Mr. W. R. Robinson, Provincial Manager, Central Greyhound Lines, Ltd., Montreal;

Mr. W. W. Rogers, President, S.M.T. (Eastern) Limited, Saint John, N.B.;

Mr. S. L. Springsteen, Canadian Greyhound Lines, Limited, and Toronto Greyhound Lines Limited, Windsor, Ont.;

Mr. G. C. Thompson, General Manager, Acadian Coach Lines, Halifax, N.S.;

Roch Tremblay, Secretary, Provincial Transport Company, Montreal.

Mr. Perry then presented a brief and filed copies of the Provincial Motor Vehicles Acts, illustrated booklets descriptive of tours, passenger tariff rates, time tables and photographs relative to travel by motor bus.

Messrs. Perry, Burleigh, Curtis, Foster, Husband and Fairty were questioned by the Committee.

Mr. Bertrand thanked the delegation for having submitted copies of their brief in both French and English.

The Chairman thanked the witnesses who then retired.

On motion of Mr. Ferron the Committee adjourned at 1 o'clock, p.m. to meet again at the call of the Chair.

J. P. DOYLE,  
*Clerk of the Committee.*



## MINUTES OF EVIDENCE

HOUSE OF COMMONS,

March 23, 1944.

The Special Committee on Reconstruction and Re-establishment met this day at 11 o'clock a.m. The Chairman, Mr. J. G. Turgeon, presided.

The CHAIRMAN: Before I introduce Mr. Perry and the other members of the Dominion Motor Coach Association, I believe that Mr. MacNicol has a matter which he wishes to bring up.

Mr. MACNICOL: Mr. Chairman and members of the committee, at the last meeting, I believe when the Teachers' Federation were here, I said something very briefly about what the *Toronto Globe and Mail* editorial had stated in reference to the submissions made particularly by Dr. Weir. After the meeting was over, I was in Mr. Turgeon's office and Dr. Weir was there. In the course of the conversation he said that he had written to the *Globe and Mail*, giving them the basis and source of the information he had submitted. He referred to a letter of protest that he had written. Out of courtesy to Dr. Weir, I thought perhaps the chairman ought to read the letter which he had received from Dr. Weir, so that the submission of Dr. Weir will have all the support it can have.

The CHAIRMAN: Will it be all right if we just put that letter on the record, instead of taking up the time of the committee to read it?

Mr. MACNICOL: Yes.

The CHAIRMAN: Then, if that will meet the wishes of the committee, without taking up more time, we will follow that procedure. It is simply a letter setting out the people to whom he spoke in the Ontario administration before Premier Drew was in office.

(The letter referred to, as it appeared on the editorial page of the *Toronto Globe and Mail* of March 3, 1944, follows)

### Dr. Weir Explains Rehabilitation Report as Only an Interim Survey

Reproduced below is the copy of a letter Dr. G. M. Weir, acting director of training, Department of Pensions and National Health, has written Premier George Drew in explanation of the figures on employment opportunities given in his report on rehabilitation. Dr. Weir sets out the fact that the report was an interim one and that therefore the figures used were "only approximations" given to indicate trends and subject to modification in the light of progressive studies and planning. Having questioned Dr. Weir's figures and their factual basis, we publish this letter to clarify his position and establish these important qualifications.—Editor.

Dear Mr. DREW: With reference to the part of the interim report on rehabilitation (prepared by myself) that deals with employment opportunities in provincial government services, you are recently reported in the press to have made, in part, the following statement:

This government is not aware of the source of the figures and has not been asked for any figures. In fact, plans under way contemplate employment far beyond these figures.

The above statement was the occasion for a rather trenchant editorial in *The Globe and Mail* (Monday, Feb. 28), which, among other observations, alleges that the report was compiled "without even consultation with the proper authorities." On account of this editorial comment I am taking the liberty of forwarding a copy of this letter to the editor of *The Globe and Mail*.

### *No Discourtesy Intended*

In the first place, let me assure you that I was not guilty of any intentional discourtesy in not consulting you or your government. As a matter of fact, I had assembled the data from the report before you assumed office. Then, too, I realize that you have been very busy since assuming the responsibilities of the premiership, and that, in the interval, it would have been an impossibility for you to have gathered complete data regarding post-war employment opportunities or to chart a course for post-war development.

When, however, you consider that the report, although only an interim statement, is a rather bulky document of eighteen (18) chapters—dealing with data collected across Canada during an investigation extending over a period of nearly 18 months—you will also realize that I could not very well have postponed the writing of such a document if it were to be ready for presentation by the date that had been agreed upon last July—namely, not later than Jan. 1, 1944.

### *Summary of Facts*

In summary, the relevant facts are as below

1. While the interim report in question uses the language of arithmetic quite extensively, it is explained fully in the introduction to the report and elsewhere that the results are not to be considered as having the accuracy or precision of a mathematical equation. Admittedly, the estimates are only approximations. They indicate trends, but are subject to modification in the light of further studies. In the present welter and flux of economic and social conditions, no reliable report can lay claim to finality.

2. Consultations of considerable duration were held, as follows:—

(a) On Friday, Nov. 20, 1942, with the then Minister of Education, the late Dr. Duncan McArthur.

(b) On several occasions in the fall of 1942 and the spring months of 1943 informal consultations were held with the then Minister of Health.

### *Conferences Held.*

(c) On March 16, 1943, a conference with the then Premier and several of his colleagues was held in the then Premier's office.

(d) Upon instructions of the then Premier, a conference between the various deputy ministers, several senior-ranking officers and myself was held on March 18, 1943. At that conference it was agreed that the study would be done "as accurately as possible" by April 15, 1943, or thereabout.

(e) On April 28, 1943, I spent most of the day at the legislative buildings and had conferences with nine (9) deputy ministers or senior departmental officials.

(f) On April 29, 1943, I again had consultations with a deputy minister (absent the day before) and with a senior departmental official who was acting for a deputy minister.

(g) On the above days—April 28 and 29, more particularly—basic information was received from the government officials concerned.

I need not go into further detail. In so far as was humanly possible, this consultation procedure was also adopted in dealing with other phases of the investigation. Such procedure should reduce mistakes in judgment; but it will never avoid all error.

*Premier Congratulated.*

In conclusion, may I, as a former Minister of Education for eight years in a sister province, congratulate you most sincerely on the fact that, while Premier of Ontario, you have not hesitated to assume the portfolio of education at a most critical juncture in the educational history of the province and of the dominion. I wish you every success in the solution of the baffling educational problems confronting Ontario to-day. You have accepted a challenge that will test the highest talents of skilful statesmanship.

Yours sincerely,

G. M. WEIR.

The CHAIRMAN: I am going to introduce Mr. R. G. Perry, President of the Dominion Motor Coach Association. There are a number of members of that association here, and I am going to ask Mr. Perry if he will first introduce the members of the association to the members of the committee, so that we shall know who is who, and where the different members are from. Will you do that, first, Mr. Perry?

Mr. PERRY: Mr. Chairman, Honourable Mr. Mackenzie and members of the Special Committee on Reconstruction and Re-establishment, our industry blankets the dominion from coast to coast. This morning we have with us members of this association representing inter-city coach operators in practically all of the provinces of the dominion, and I shall be pleased to introduce each member individually, the property with which he is identified and the headquarters of that property.

I first introduce our secretary, Mr. J. C. Barker.

The CHAIRMAN: Where is he from?

Mr. PERRY: From Toronto. Then there is Dr. Gustave Beaudet, President, L'Association des Propriétaires D'Autobus de Quebec, Quebec; Mr. Wilbrod Bherer, Secretary, L'Association des Propriétaires D'Autobus de Quebec, Quebec city; Mr. Manfred Burleigh, President and General Manager, Great Lakes Greyhound Lines, Inc., Windsor; Mr. H. J. Curtis, Vice-President and Treasurer, Provincial Transport Company, Montreal; Mr. I. S. Fairty, K.C., Vice President and General Counsel, Gray Coach Lines Limited, Toronto; Mr. A. H. Foster, Vice President in charge of Operation, Gray Coach Lines Limited, Toronto; Mr. Harold Husband, General Manager, Vancouver Island Coach Lines Limited, Victoria, B.C.; Mr. Lindsay A. Mercer, Passenger Traffic Manager, Canada Coach Lines Limited, Hamilton; Mr. W. R. Robinson, Provincial Manager, Central Greyhound Lines Limited, Montreal; Mr. W. W. Rogers, President, S.M.T. (Eastern) Limited, Saint John, N.B.; Mr. S. L. Springsteen, K.C., President, Canadian Greyhound Lines, Limited and Toronto Greyhound Lines, Limited, Windsor, Ontario; Mr. G. C. Thompson, General Manager, Acadian Coach Lines Limited, Halifax; Mr. Roch Tremblay, Secretary, Provincial Transport Company, Montreal.

Gentlemen, that concludes the introduction of representatives of this association here this morning.



The CHAIRMAN: Thank you, Mr. Perry. Once more, gentlemen, we have with us a delegation which is very representative of Canada generally. Mr. Perry, I am going to ask you to proceed with your brief. You will understand that you may be subject to questioning at any moment while you are reading it, and will be questioned after the reading is over. However, I think you will find that you will get a most courteous hearing, as has been the established record of this committee. Will you proceed, Mr. Perry.

Mr. R. G. PERRY, President, Dominion Motor Coach Association, called.

The WITNESS: Before proceeding with the reading of the brief, I should like to make this observation. While reading from the brief, I may wish to digress at certain points to refer to certain exhibits which are referred to in the brief, and to produce those exhibits.

#### SUBMISSION OF DOMINION MOTOR COACH ASSOCIATION TO HOUSE OF COMMONS COMMITTEE ON RECONSTRUCTION AND RE-ESTABLISHMENT

The Association wishes to thank the Committee for its courtesy in giving the motor coach industry this opportunity to place on record its beliefs as to the place of the industry in Canada in the post-war period.

##### *Definition of "Motor Coach"*

It is desirable, at the outset, to make clear that in this submission the terms "motor coach" and "bus" are used distinctively. The term "motor coach" is used to describe the common carrier passenger vehicle engaged almost exclusively in inter-urban traffic. It, however, also embraces certain types of special service operation, including especially the transport of workers to and from war plants. By the term "bus" is meant the vehicle employed in urban and suburban operation.

At that point, I should like to produce a series of photographs descriptive of the types of vehicles which are used by the majority of the members of this association.

Continuing:—

This differentiation is made for the sake of convenience and clarity and it is not suggested that the connotations given these terms have everywhere been so accepted. It is also true that in a few isolated cases the line of demarcation between "inter-urban" and "suburban" operation is not easy to define. In the main, however, the distinction made has complete validity.

##### *History of Industry*

The motor coach industry of Canada has had a remarkable development from small beginnings, all in the past twenty-five years. The advent of good roads brought everywhere on the continent a demand for public passenger service on such roads. Admittedly the first responses to this demand, even though made by pioneers of courage and enterprise, took the form of inferior service by crude and inadequate vehicles.

This phase, however, was quickly passed and it is not too much to say that the rapid growth of this industry has never been equalled by any form of public travel. Every year saw improvements in vehicles, stations, terminals, and other facilities and newer and higher standards of service. No one will gainsay that at the outbreak of the war the motor coach was in every way a commodious, comfortable and safe vehicle, fully meeting public demands made upon it.

At this point, I should like to exhibit photographs descriptive of motor coach terminals located in various cities throughout our dominion. Continuing:—

Operation in each province soon passed into responsible hands and was made subject to adequate governmental regulation. Practically everywhere, under the system of permits granted where "convenience and necessity" has been established, competition between operators has been eliminated. The permit-holding operator, however, has by legislation and regulation been obliged to discharge all the duties which should rest on one holding a public utility franchise, with the result that practically everywhere motor coach transportation is convenient, reliable, courteous and safe.

It cannot be gainsaid that the motor coach has almost wholly developed its own patronage. In fact, as has been suggested, public demand for this type of transportation service largely preceded the advent of such service.

### *Motor Coach Indispensable to Public*

The motor coach can furnish frequent trips, conveniently timed and dependable schedules, reasonably cheap fares, and a service popular because it in many respects approximates the speed, comfort and flexibility of the private motor car. It also from its nature can bring its services to the people instead of forcing the people to come to usually inconvenient terminal points.

It is doubtful if the average Canadian realizes the vital importance of the motor coach in the transportation picture of Canada. One figure alone, however, is enough to emphasize it. According to the official reports of the Dominion Statistician in the year 1941 the motor coaches of Canada carried 35,276,465 passengers and the steam railways 29,779,241.

At this point, I should like to place before you as an exhibit a series of time tables which are issued subject to the approval of the various provincial boards under which we operate. These time tables portray pre-determined schedules of the bus services, and irrespective of the load factor these services operate in accordance with the printed schedule. Continuing:—

The motor coach has been for years, therefore, an integral and indispensable part of Canadian life, receiving public support and filling an insistent public demand. It is vital to carry wage earners to their employment and to service in peacetime the business and social needs of our citizens. It has made accessible to our people and to visitors our recreational centres and our forests, mountains and lakes. Prior to the war the tourist industry brought to Canada an annual revenue of close to a quarter of a billion dollars annually, and a substantial part of this revenue was developed and served by this industry.

To portray briefly what this industry has endeavoured to do in the pre-war period to develop tourist traffic from the country to the south of us and from Europe, I am exhibiting a sample of some of the illustrated folders which have been released. Continuing:

In this connection its flexibility should be emphasized. It can and does serve the widely differing traffic needs of summer and winter resorts and can increase and decrease its services in direct ratio to varying demands without any capital expenditures of consequence and without any recourse to public loans or subsidy of any kind.

This is quite a new form of public transportation. Its nearest predecessor was the electric radial railway. It, although much less flexible in operation, nevertheless in some respects compared with the services

given by the motor coach. This form of transportation has, however, everywhere succumbed to the competition of the private motor car and its erstwhile patrons much prefer to "ride on rubber" in the modern motor coach.

At the outbreak of the war, everywhere in developed Canada the motor coach had become essential to the business and social life of the communities served. A cessation of its activities would have isolated many substantial communities from any convenient intercourse with neighbouring communities, and would have in many cases deprived their children of access to their schools. There are many substantial places in Canada without any public transportation other than motor coach. It may also be said that practically nowhere in Canada is any form of public transportation furnished analogous to that given by the motor coach.

### *Competition with Steam Railways Inconsequential*

In fact when steam railway representatives speak of highway competition as detrimental to their revenues, they must be taken to be excepting passenger transportation by public carrier on the highways. Of course, the private automobile is a serious competitor of the steam railroads and for that matter of the motor coach as well. It is a competition, however, which in normal times each form of transportation will have to accept.

It is open to question if passenger transportation on Canadian railroads has ever met its costs. Certainly local passenger business has been conducted at a loss. The railroads, therefore, are not to be criticized because in the past they could not see their way clear to augment their losses by endeavouring to furnish frequent and convenient local services by rail. And most railway executives recognize that rail service cannot from its very nature give the form of public service for which the motor coach is especially fashioned.

Any suggestion, therefore, that the railroad and the motor coach are competitive, except to a negligible degree, is untenable. As has been said by one ranking Canadian railway executive, the motor coach has not deprived Canadian railways of any more revenue than they would have lost had the electric radials continued in operation. And the railways, by reason of lessened demand for local passenger service and by co-operation in some instances with motor coach operation, have been able to effect some economies to offset even these trivial losses.

In this connection it might be of interest to refer to the findings of the Duff Commission in this regard, which are as follows (p. 94):—

On a revenue basis an estimate is made that bus line earnings on interurban services do not exceed 5 per cent of the passenger traffic revenue of Canadian steam railways for the year 1929, and the amount of \$3,650,000 to which this percentage attains cannot be looked upon as entirely lost to the railways. A considerable portion of the traffic carried by motor coaches is new business, which they have developed for themselves and which would not go to the railways if motor coach services upon the highways were discontinued. Some areas are served that the railways do not touch and the motor coach is also used by those who in default of its services would use the private motor car rather than the steam railway.

### *The Motor Coach in the War*

The war has not excepted the motor coach industry from the heavy demands under trying conditions which have confronted all transportation services. Of course, it has been impossible to obtain new equipment to meet the increased patronage inspired by war conditions, and materials



and parts for repairs and replacements have been procured with difficulty. There has been a heavy labour turnover owing to the demands of our war services, and this has proven even more serious in the case of garage mechanics than in the case of drivers. The schedules of the industry have been adversely affected by necessary curtailment of operation under government orders and by a lower speed limit. Finally, the transfer of vehicles to necessary wartime special services has to some extent affected the ordinary services to the public.

The industry has, with the help of public co-operation and forbearance, largely succeeded in overcoming these difficulties and in maintaining reasonable standards of service. And the war has disclosed in the clearest possible manner the vital importance to the national economy of a transportation instrument so flexible and adaptable as the motor coach. Special mention must be made of special services operated to the armed camps and war industries, many located without mature consideration of transportation possibilities and to which motor coach service has proven indispensable. But even as to the regular scheduled services they have been increasingly given over to the necessity rider, public opinion having brought about a sharp curtailment of social and pleasure riding. A competent authority estimates that motor coach passengers in Canada have increased from 33,500,000 before the war to 52,600,000 last year; figures which speak for themselves.

In connection with the services to war industries, I shall be pleased to present a few photographs here descriptive of the motor coach services to some of our essential and large war industries which are almost wholly dependent upon the motor coach as a means of transportation for their work people. I might also refer to a very interesting study which has been made by the inter-city bus operators in the United States in connection with their activities in co-operation with American war industries. This brochure will prove beyond any question of doubt that this type of vehicle is certainly readily adaptable to any change in shifts or the erection or movement of a plant from one town to another, whether it is necessitated by fire destruction or any other cause. This is a very interesting brochure. I have only one with me, but I shall be pleased to see that each member of this committee is furnished with one. Continuing:

#### *The Motor Coach in the Post-War Period*

After the war, freed from the restrictions inevitable in a national emergency, this industry confidently looks forward to a future of public service far greater than at any time in the past. From its inception the industry has experienced a steady growth in patronage and a constant increase in the variety of the services it has been able to render to the public. No operator believes that the possibilities of the motor coach have been exhausted, nor do the manufacturers think perfection has been reached in the design of the vehicle itself. Were all other factors to remain static it is unquestionable that public demand for motor coach operation would increase.

But we believe with most of our fellow-Canadians that conditions in Canada after the war will be very far from static. We look for an upsurge of commerce and industry in this country once our national emergency has passed and the wartime controls of government removed. We foresee not only a much accentuated development of our vast natural resources, but an immediate application to the arts of civilization of the technical advances and new inventions which up to now have been dedicated to the science of destruction.

In all these matters, in the future as in the past, transportation will be the indispensable handmaiden of progress. To assist in our nation's

future development every province has planned an extensive program of highway improvement and development. Some of such plans have already been placed before this committee. When this highway work is commenced, this industry is ready and able to see to it that the full benefit of such expenditures is reaped by the public through the medium of convenient public transportation thereon.

New highway construction will inevitably mean the opening up of new areas for development and colonization, the location of new industries and the establishment of new communities. The Alcan Highway is to date the most notable example, but other similar specific projects are recommended in the fourth report of this Committee to the House of Commons. The most sensible and economical method, indeed in most cases the only method of furnishing transportation to such areas is by highway or air carriers.

It is not likely that there will be many more length steam railway extensions built in Canada. This is not said in any sense depreciatory of the railways, but is a statement induced by the plain logic of the situation. It is not common sense to make the heavy capital commitments necessary for such extensions which may or may not prove economically justifiable when highway and air carriers stand ready and anxious, at their own risk and expense, to furnish the needed transportation. Such a course involves no capital commitments of importance on the part of anyone, and necessitates no expenditure or pledging of credit on the part of the Canadian taxpayer.

#### *What of the Helicopter?*

One other special factor may be mentioned. This Association has followed with especial care the development of the helicopter. It believes that, while the necessity for wartime secrecy has kept from the public the full facts, enough has been divulged to make clear that the helicopter is even now a developed instrument nearly ready for use in public transportation. The Hon. Mr. Howe, in a recent Toronto address, expressed somewhat the same opinion when he said: "Looking three or four years into the future, the helicopter promises to be, for short-distance flying, the air-borne counterpart of the passenger automobile".

Recently in a hearing before the Civil Aeronautics Board of the United States the inventor of the helicopter, Igor Sikorsky, expressed definite views as to its future in public transportation. It will never be a competitor of the passenger airplane, because the function of the passenger airplane is to travel long distances at high speeds. The speed of the helicopter will always be relatively low, but its main advantage is that it does not need runways to take off or land, and therefore can have its terminals in the heart of a community. It can therefore also do local business which the airplane from its nature is debarred from performing.

#### *By Mr. Martin:*

Q. Has the present speed of the helicopter been given?—A. No sir, like the Mosquito I believe it has not.

Mr. FAIRTY: Mr. Sikorsky puts the speed limit at 100 miles an hour with a limit of 150 miles an hour as he sees it.

Mr. MacNICOL: Can it rise right up?

Mr. FAIRTY: Yes, and go backwards or forwards or sideways, just by moving a stick.

The WITNESS: Mr. Fairty has taken an interest in this form of air transportation and if any of you gentlemen wish to elaborate on the possibilities of the helicopter he will be most pleased and qualified to do so.

Once again a new form of public transportation is on the horizon, not competitive to any appreciable extent with any of the older types, but a feeder to all. This industry hopes that this new form of transportation may, under reasonable regulation, have the fullest and freest possible development in the national interest, and that no handicaps be placed upon such development in the supposed interest of other types of public transportation.

At the same time this Association believes that its type of service is in many respects more analogous to helicopter transportation than any other. It already has the local terminals, ticket agencies, garages and repair shops needed by such transportation, and it has managements completely familiar with local travel requirements. The war has drawn heavily upon our staffs for the requirements especially of the R.C.A.F., and when the war is over the industry will have many trained aviators and ground crews completely equipped to take charge of helicopters.

When I spoke of the two garages, these properties can serve easily the dual purposes of serving highway transportation as well as air-borne units like the helicopter. These are exhibits of garage properties, not erected specifically for the exclusive servicing of aircraft of that type, but they can be readily adapted to the servicing of helicopters.

Our opinion is that the motor coach and the helicopter can be completely complementary and that the public would be best served by a recognition of this fact. It is also clear that any other transportation agency entering the field of helicopter service would have to duplicate at heavy expense the facilities already possessed by this industry. This is no time or place to amplify these suggestions, but the industry felt that this Committee desires to know its viewpoint as to this future mode of transportation.

#### *Employment in the Post-War Period*

Having regard therefore to all the factors involved, the motor coach industry does not believe that it is indulging in shallow optimism when it foresees a substantial increase and development of its services to the public after the war. It is sure that it will be able to absorb into its personnel on an equitable basis all employees who have been engaged in the armed services and war work of every kind. It is confident that in addition it will be able to employ a very much larger personnel in the post-war period to take care of a heavily increased business induced by the factors already discussed.

#### *An Unprovoked Attack on this Industry*

Ordinarily this would bring to a close our submissions to your honourable Committee. We would feel that an essential and popular public utility, built up by enterprise and without public subvention of any kind, should be free to develop in the public interest, subject only to such regulation as is necessary in the public interest. Apparently, however, some will not have it so.

Spokesmen for the railways and the railway labour unions have appeared before this Committee, voicing fallacies which have been over and over again exposed, and openly advocating that highway transportation should be handed over to the railways to "co-ordinate" according to their tender mercies, instead of in the interests of the public. This industry has no quarrel with the railroads and never has had, except that it is beginning to think that the heads of these great enterprises might well have a larger public viewpoint on highway transportation than their public submissions disclose. However, this reactionary atti-



tude is not confined to Canada. In his foreword to "Public Aids to Transportation," published in 1940, a study which took a large staff seven years to prepare, Joseph B. Eastman, the foremost transportation man on this continent, now head of all American wartime transportation, has this to say:

I may add that the railroads have had the opportunity to express to me, both orally and in writing, their views on the highway carriers. Their contentions impress me as being carried to extreme limits.

### *Principles Which Should Govern Public Policy*

This Association accepts unreservedly the declaration of policy made by a joint committee of railroads and highway users in 1933, as follows:

The public is entitled to the benefit of the most economical and efficient means of transportation by any instrumentalities of transportation which may be suited to such purpose, and no legislation should be enacted which has for its purpose the stifling of any legitimate form of transportation. The supreme test must always be the interest of the public. The public's right to the selection of the agency of transportation which it wants and which it finds most useful, must be respected.

Of the same opinion was the report of the Duff Commission, which said at p. 55:

It is essential that the country should have the free and unhampered use of the cheapest forms of transport and therefore, no restrictions which would unfairly prejudice the road user should be imposed.

### *Railway Objectives*

To the above principles the railroads have paid lip service, and we submit lip service only. When they speak of further regulation of highway passenger transport they mean further regulation in their interest, and when they speak of "co-ordination of all forms of transport" they mean co-ordination by and for the railways. At heart they obviously think the various forms of transportation should be handicapped like a horse race where the best and most successful horse is forced to carry the heaviest weight so as to have an even race. So, for example, if "feather-bedding" is rampant on the railways, and no one can deny it, the motor coach industry should be forced to adopt similar practices to ensure "equality of competition."

Are these statements extreme? Look at the record of the proceedings of this committee.

At p. 676 Mr. Fairweather, Vice-President of the C.N.R., used these words:

I think there is a great field for co-ordinating highway and rail services. I think the railway is the natural medium for doing that.

At p. 679 he spoke as follows:

I would say that a natural development of the co-ordination of highway and rail transportation would be some hook-up, it might be co-operative or it may be as an arm of the railway.

And the brief presented here by the Brotherhoods suggests that once our federal system is destroyed by amendments to The B.N.A. Act that (p. 717):

. . . immediate measures be taken to so regulate common carriers of passengers or freight for hire by air, water or highway,

first to ensure a larger amount of revenue from these agencies and second to equalize the conditions under which these competitive agencies and railway transportation are carried on.

In other words, tax and handicap highway transportation in our interests—not in the interest of the public. If there are any crumbs which drop from our table, the highway users may have them. We refused to go into highway transportation—let it never be said we blundered!

And what the railways and their Brotherhoods mean by taxation and regulation in their interests may be seen from a formal brief they filed with the Chevrier Commission of Ontario. They recommended taxation which would have taken thirty-eight per cent of the gross revenue of the largest Ontario operator, and which would have immediately put out of business every motor coach and bus in Ontario, for this taxation was even to apply to urban busses!

The public are not deceived by the soft words of railway management and railway labour. In an editorial in the *Toronto Daily Star* which appeared immediately after their submissions to this Committee, the following appeared:

In other words the railway brotherhoods do not want unregulated competition from rubber-tired vehicles. It is the natural view for these brotherhoods to take, but it ought not to be the national view. The public should be perfectly free to choose whichever from of service they desire.

#### *Alleged Justifications for Railway Attitude*

The reasons (it might be better said excuses) for tampering with the present-day status of public passenger transportation by highway which have been advanced by railway interests before your Committee are the following:

(a) Wages and working conditions in highway transportation are substandard.

As the public well knows, this allegation does not apply to the motor coach. The employees of the motor coach industry enjoy good wages and working conditions, ensured in the case of all large operators at least by collective bargaining.

(b) Operators can accept or refuse traffic and there is no certainty of schedules.

This is not so in regard to motor coach operation anywhere in Canada.

(c) Highway competition is destructive of railway revenues. Even if this were so, it is no necessary argument for change. As has been shown it is not true as far as the motor coach is concerned.

(d) There is inadequate provincial regulation of the motor coach.

This is a most inaccurate statement, for any investigation would show that this industry is regulated as intensively as the railways themselves. It would take too much space to go into the details of such regulation, but generally it may be said to cover weight, size, speed, equipment, insurance, fares, time-tables, fitness and qualifications of drivers, and hours of work. The onus would seem to rest heavily upon those who make this criticism of giving particulars of any alleged inadequacy in supervision or regulation in the public interest.

It may also be fairly suggested that it is better in the public interest that regulation remain in the hands of local authorities conversant with local conditions and needs than that it be centralized under federal control.

*Has Motor Coach Been Subsidized?*

(e) The motor coach does not pay its fair share of highway costs, and to this extent is subsidized by the public.

It is to be noted that the railways failed to establish these latter points before the Duff Commission, which reported (p. 99):

There does not seem therefore to be any necessity to recommend additional taxation and regulation of motor coach operations in the interests of the steam railways of Canada.

In considering the allegation that highway transportation is subsidized, certain fundamentals should be borne in mind.

In the first place motor vehicles are by no means the only beneficiaries of highway construction. The community as a whole benefits because of increased facilities for social life and commercial pursuits, police and fire protection, transportation to schools, churches and places of business. The adjacent landowners benefit because of increased values and accessibility to markets. The national government must have highways for military and postal purposes, and therefore benefits in these regards. The great utilities benefit because their transmission lines follow the highways and make servicing of these lines possible. The railways benefit because their freight and passengers reach and leave the rails over highways. Without highways the locomotive would be a museum piece.

Once highways are provided, it surely is to the public benefit they should be used to the fullest extent. It would be the height of absurdity to build highways and then forbid or hamper public transportation thereon.

To determine scientifically and judicially the proper incidence of highway costs in any community would involve years of the closest scrutiny of the factors involved. No such study has ever been made in Canada. In its absence dogmatic statements as to the same are of little value to this Committee.

As has been suggested, however, the United States Government had such a study made under the direction of the Federal Co-ordinator of Transportation, Mr. Eastman. It was published in four large volumes in 1940 under the title "Public Aids to Transportation," and took a large staff seven years to prepare. It cannot be denied that this is one of the most carefully prepared and judicial public documents ever produced.

On this point I might say that Mr. Eastman passed away on the 15th of this month. The industry as a whole in North America will certainly miss his help and guiding hand in all forms of transportation. He has set an example to many other countries as to the best ways and means whereby more forms of transportation can operate within their own sphere to the best possible advantage to the public, whose consideration must be foremost.

MR. MARTIN: Was he not a member of some government body in the United States?

THE WITNESS: He was Chairman of the Interstate Commerce Commission. I have already produced the exhibit pertaining to time tables, and I should like to submit as exhibits the published passenger tariffs which are indicative of the fact that this industry is regulated and that it has to file tariffs by compulsion. Furthermore, the public are protected in the publishing of these tariffs and fares remain constant and cannot be changed without the approval of the regulatory body.

MR. MARTIN: Was this matter not stated in more concise and detailed terms before the Committee of the Senate?



The WITNESS: Yes, it was. We refer to it here briefly.

Every factor entering into the cost of public highways and the proper incidence of their cost received the most meticulous and scientific study. Here are some of the final conclusions of the report (Vol. IV, p. 87):—

The railroads have not made out a case for the specific differences which they believe exist between the costs of the pavements required for the various sizes of vehicle.

(p. 106):

Adequacy of two-lane pavement width in terms of safety and comfort requires 20 feet for vehicles of passenger-car width and performance characteristics and an additional foot of width provides similar adequacy for vehicles having the width and performance characteristic of the larger commercial vehicles.

(p. 124):

There are basically three different factors affecting maintenance cost: namely, traffic wear, traffic volume and the forces of nature, and that of these the first two are responsible for approximately one-third of the total maintenance expenditure, while the influence of natural forces can probably be charged with two-thirds of it.

This situation is even more pronounced in Canada. For example, Mr. R. M. Smith, Deputy Minister of Highways in Ontario, in an address before the Toronto Railway Club on February 3, 1933, stated:

Another criticism that I should like to answer is the claim that our highway costs have been increased by reason of the operation of trucks and buses which, it is alleged, has made it necessary to build to a standard higher than would be the case were these vehicles not using our roads. This contention I emphatically deny. The determining factor in road construction in this country is not nature of use, but climate. Even were there no trucks and buses operating, we would still have to build the same type of roads we are building to-day to withstand temperature changes which range from anywhere up to 100 degrees in the summer to 30 degrees below zero or even lower in the winter.

Referring again to "Public Aids to Transportation" at (p. 144) it gives the following conclusions as to contributions to highway costs:

All buses except school buses met their responsibilities; payments by the groups of largest buses exceeded assigned costs by large margins.

As a matter of fact the table accompanying this statement showed that motor coaches paid in taxation \$437 per annum, and that this was over  $2\frac{1}{2}$  times what the investigation deemed equitable.

Taxation on the motor coach in Canada is more than double this figure. Figures for 1941 for eleven of the largest operators in Canada show payments for vehicle licences, gasoline tax and seat or road tax of \$1,132.84 per registered vehicle. If bridge tolls, corporation taxes and miscellaneous taxes are included, the figure is \$1,439.10 per registered vehicle.

Making every allowance for variation in conditions in the two countries, these findings prove to any fair-minded person that the claim that the motor coach in Canada is in any way "subsidized" is made without any investigation of the facts. Any strength this railway assertion possesses has only come from its reiteration so often that some of the public have come to believe that it must have some foundation.

*Why Not Let Well Enough Alone?*

If, therefore, the motor coach industry is furnishing efficient public service, treats its employees fairly, is fully regulated, pays more than it should towards highway costs, and is in no important sense a competitor of the railway, why is there any occasion for interference? This industry asks for nothing more than to be allowed to develop and increase its services to the public. It never has received and does not now ask public subvention of any kind. It is content to rely for its future upon the enterprise and efficiency of its operators and to live at peace with other forms of transportation if they will reciprocate.

As far as "co-ordination," that blessed word so often in the mouths of railway spokesmen, is concerned, the experience of our industry would not indicate that it is required in the public interest as much as one might be led to believe. Nevertheless, there have been cases where co-ordination of service has been of advantage, and cases where the railway and the motor coach have achieved this goal by the exercise of common sense without the necessity of governmental interference. This industry will always be found willing to co-operate wherever desirable or necessary, provided the co-ordination is in the interest of the public and not that of the railways alone. In other words the motor coach will do its part as an equal, but not as a vassal.

*Constitutional Position*

It may be somewhat gratuitous to suggest that this whole discussion is somewhat academic, for no one denies that under our constitution jurisdiction over highway travel resides in the provinces. Even if the Dominion has jurisdiction over foreign and interprovincial traffic (which may perhaps be questionable) this type of operation is negligible in Canada. In this Canada is at wide variance with the United States, where inter-state traffic is substantial.

It will not be as easy as some imagine to amend the fundamental constitution of this nation. Some speak as if our federal system were a blunder and provincial jurisdiction as it stands foisted upon us by dubious decisions of an Imperial Court with no knowledge of local conditions. This is a preposterous distortion of the truth.

It is no accident that great land areas, with their substantial variations in problems of every kind, like the United States, Canada and Australia have federal constitutions. In none of these nations could unity have been achieved without the definite guarantee of a federal system. And the contemporary scene furnishes little evidence that in peace time the provinces are prepared to abandon their autonomy in order that Ottawa can manage all the details of government in Canada.

It has recently been pointed out with considerable justice that, the closer government is to the governed, the more democratic it is and the more likely are personal liberty and human rights to flourish. Our Canadian people know this from experience and, whatever the ideas of doctrinaires, the substantial devitalization of our federal system is not within the realm of practical politics.

The CHAIRMAN: Now, gentlemen, we have heard the brief, and it opens up some interesting questions to us which I need not bring to your attention. The meeting is now ready for questioning, and as questions are asked the members of the delegation best qualified to answer those questions will please rise and answer.

Mr. TUSTIN: Mr. Chairman, I have listened with a great deal of interest to this brief this morning, but as one member of this committee I am very much disappointed that the speaker, or the brief, does not refer in one single instance to what we really want to know, and that is how many men this association or

industry can give employment to after the war is over—in the post-war period. In the whole brief I do not see one word which denotes how many men are on active service; and the question I would like to ask is, how many employees are there in this industry; how many are there on active service; how many men does this industry expect to be able to put back to work after the war is over; and I would also like to ask whether they think they can expand the industry so that members of the armed services will be given jobs in the post-war period.

Mr. FOSTER: Well, Mr. Chairman and gentlemen, with regard to the employment of men after the war, apart from any governmental regulation, all companies are prepared and have made provision for the employment of all men on active service. That will vary to some extent as to the number they have. It is an obligation which all the industries have made to their employees. In addition to that, we have mentioned the fact that this industry looks for an expansion of its services.

Mr. MARTIN: How many men are employed in bus transportation now?

Mr. FOSTER: Mr. Martin, it is very difficult to get all the figures. There are so many small companies that have lately come into being. I think we could give you an example—

Mr. MARTIN: We have the figures of this association; that might help you.

Mr. PERRY: We estimate about 7,200 employees.

Mr. McDONALD: Is that for the whole industry?

Mr. FOSTER: The whole association.

Mr. BERTRAND: How many of your employees are at present with the different armed forces?

Mr. FOSTER: That will vary with regard to companies and their location. I think I can safely say that 10 to 15 per cent of the employees are in the armed forces.

Mr. BERTRAND: But you have no figures.

Mr. FOSTER: No, collectively we have not, sir. The expansion of the industry, I think, is certain. I think this committee have had indications that all the provinces will extend their highways; and public transportation by motor vehicle will naturally follow the building of those highways, and by that means and in that method will employ considerably more people than the industry has at the present time employed.

Mr. TUSTIN: What percentage of your employees will be mechanics?

Mr. FOSTER: Roughly speaking, approximately 40 per cent of the staff. I am speaking of our own property now—approximately 40 per cent of the staff are engaged in maintenance and repair of vehicles.

Mr. TUSTIN: Do you think that your industry can absorb a goodly number of highly specialized mechanics who will be returning from overseas?

Mr. FOSTER: Yes; in fact it was a growing trouble and need. The industry have probably suffered more than most industries through the armed forces as regards mechanically trained men. It is probably one of the most pressing problems our industry now has to face—to get qualified people. We have simply to get along with what we have. With regard to men in the armed forces who have that training we certainly have places for them.

Mr. TUSTIN: As a matter of fact, will your equipment not be in need of very extensive repairs when the war is over and when parts are obtainable, and will you not absorb a goodly number more than you have had?

Mr. FOSTER: Very definitely so. The lack of materials and the lack of proper men and the immense amount of traffic has in many cases left us in



the position that we have deferred maintenance which will have to take up that slack after the war, and this again would increase the employment of men.

Mr. MARTIN: Are all of your busses made in Canada?

Mr. FOSTER: No, they are not, but a considerable number of them are made here either partly or totally, and a number are made in the United States.

Mr. MARTIN: The proportion of your present equipment obtained in Canada could be ascertained, could it not?

Mr. FOSTER: Well, that is a very difficult question to answer, Mr. Martin—the equipment from any source today.

Mr. MARTIN: I refer to the future. The job of this committee is to try and to find ways and means of keeping men at work in the post-war period. That is the immediate task of this committee. Now, with that in mind I was wondering—you say you have 7,200 men in your employ—you might have some indication as to what expectancy there might be for an increase in that number, and if you purchased your material, your buses particularly, from the Canadian automobile industry that would, in turn, indirectly give a great deal of work to Canadian industry.

Mr. FOSTER: Quite so.

Mr. MARTIN: It was that sort of thing I had in mind and towards which my question was directed.

Mr. MACNICOL: When you said, Mr. Foster, that you had 7,200, I believe, men employed, that would be men on the buses?

Mr. FOSTER: That includes all types—maintenance, garage, office and drivers.

Mr. MACNICOL: Does that include the number of men who would probably be engaged in making your buses, no matter where they are made?

Mr. FOSTER: If you take to the people that would be indirectly employed in producing the vehicles that we use, of course that could be extended greatly in numbers.

Mr. MACNICOL: I imagine you would have many more than 7,200?

Mr. FOSTER: Yes.

Mr. MACNICOL: If you included all of the ramifications?

Mr. FOSTER: Yes, with all the ramifications, which are very hard to estimate.

Mr. MACNICOL: Something was said about the Alaska Highway. That is a brand new business. I have been on the Alaska Highway and I know what it is. It is just opening up.

Mr. FOSTER: That is right.

Mr. MACNICOL: It will, as the gentleman who read your brief stated, be a brand new bus route. Has the industry any program, and if so what is it, of greatly increasing the traffic over the Alaska Highway? I have reference to rest places, of which there are none now, except for the United States' army camps, to the distance between these rest places, provision for the comfort of the passengers and so forth. I would think that the motor bus business has a golden opportunity to show what it can do on that great route from Dawson Creek to Fairbanks, about 1,600 or more miles, with all the curves cut off.

Mr. FOSTER: The only public transportation on the Alaska Highway is by rubber-tired vehicles. I think that type of transportation will follow and be provided for any highways which are opened up; and the feeling of all our operators is that future extension of highway services is quite definite, and that that will naturally affect the number of employees who are servicing those vehicles.

The CHAIRMAN: One second, please. Mr. Perry would like to give an additional answer to the question that was asked.

Mr. PERRY: In answer to Mr. MacNicol, may I say that it is unfortunate, gentlemen, that Mr. George F. Fay, Vice President of Western Canada Greyhound Lines, could not be with us to-day owing to the sudden death of his father. Mr. Fay's company has been operating services along the Alcan Highway.

Mr. MACNICOL: The Alaska Highway?

Mr. PERRY: The Alaska Highway.

Mr. MACNICOL: None of us like the name "Alcan."

Mr. PERRY: Then we shall delete it. We shall refer to it as the Alaska Highway.

Mr. MACNICOL: "Alaska" is an Eskimo name. It is a beautiful name, and means the great wide country.

Mr. PERRY: Yes. At the present time Western Canadian Greyhound Lines are operating thirteen large type motor coaches on that route. The distance of route mileage served is approximately 1,550 route miles and to date the company has operated in servicing that highway, 557,382 miles. Mr. Husband is here from Victoria adjacent to that territory. Would you care to express an opinion, Mr. Husband?

Mr. MACNICOL: Perhaps he will answer a question which has not yet been answered. Suppose I boarded your bus at Dawson Creek, at the terminus. Where am I going to sleep overnight? Have you that type of accommodation?

Mr. HUSBAND: I think that question should be referred to Mr. Burleigh of Western Canadian Greyhound Lines.

Mr. MARTIN: I was going to ask Mr. Burleigh to speak on that. I have talked this thing over with Mr. Burleigh. He can perhaps give us an idea of the possibilities of the industry.

Mr. BURLEIGH: There is a plan being worked out now.

Mr. MACNICOL: May I have an answer to what I want to know first?

Mr. MARTIN: Mr. MacNicol wants to know where he is going to sleep.

Mr. HUSBAND: We are going to build places all along the route.

Mr. MACNICOL: The transport company?

Mr. HUSBAND: Either the company or a subsidiary. We have a company called Greyhound Post Houses, and we have a number of places in Canada and the United States at the present time, both for eating and sleeping.

Mr. McDONALD: Have you the exclusive charter for the operation of the buses along that route?

Mr. HUSBAND: Our charter at the present time is from the Northwest Service Command, who are in charge of the highway. We are doing a war job for them.

Mr. MACNICOL: That is, for the United States.

Mr. McDONALD: What about peace time?

Mr. HUSBAND: For peace time we have none.

Mr. McDONALD: That would have to be arranged?

Mr. HUSBAND: Yes.

Mr. McDONALD: Would you prepare these special places in the intervening time?

Mr. HUSBAND: No.

Mr. MACNICOL: When you speak of the Northwest Service Command, the right-of-way is now wholly under the control of the United States' military forces?

Mr. HUSBAND: Yes.

Mr. MACNICOL: And you have your right-of-way from them?

Mr. HUSBAND: We have a contract.

Mr. MACNICOL: Do they supply the gasoline?

Mr. HUSBAND: No. We supply our own gasoline.

Mr. MACNICOL: Along the route?

Mr. HUSBAND: No, at the terminal points. We get gasoline from them along the route.

Mr. MACNICOL: From the United States?

Mr. HUSBAND: Yes, that is right. We have a contract with them to perform certain services. The services are not open to the public at the present time.

The CHAIRMAN: Are there any further questions?

Mr. MACNICOL: I was going to ask a question with reference to long-distance travel. Something was said about competition with the railways. Suppose I boarded a bus at Toronto for Los Angeles. Could I go through all the way on the one bus; and if so, are there terminal places for passengers on the bus to stay overnight, or do they sleep on the bus overnight?

Mr. PERRY: A passenger boarding a motor coach in Toronto, with destination of Los Angeles, would travel over a series of properties operated by different inter-city bus operators, and traffic is exchanged between one operator and another at terminal points. At those terminal points where traffic is exchanged, adequate facilities exist for the comfort of the passenger, at the points of transfer. In other words, there are eating facilities, facilities where they may, in some cases, take a bath, or a shower, rather; and reasonable time is provided at those transfer points where the passenger has not got to rush in making the change from one coach to another.

There is no one motor coach that operates through on a long-distance operation such as that. That would also apply in trips from Montreal to points in Florida or a trip from Montreal to Windsor. In that case, in a trip from Montreal to Windsor, you will travel over the routes served by two different companies. The exchange of traffic takes place in Toronto. I am sure the majority of you here are conversant with what very up-to-date terminal facilities exist for the comfort and welfare of the passengers at that big terminal in Toronto.

Mr. MARTIN: I suppose the picture is pretty much like this, is it not: you say you now have 7,200 men employed. It may be very difficult, and perhaps unfair, to ask you to estimate, within even round figures, the number of men that you would hope to employ in the post-war period, although you naturally will employ as many as you can. However, the great additions that may be expected would be through the encouragement of the tourist industry, bringing tourists to Canada and that sort of thing. That is perhaps your greatest contribution, through the indirect method. Is that right?

Mr. PERRY: Mr. Curtis, would you please answer that?

Mr. CURTIS: I should like to say a word or two in addition to what Mr. Foster has to say. You say that we did not mention in our brief that we could or would absorb our employees who are now away, and more employees. I do not think you are right there, because on page 7 we say this:—

Having regard therefore to all the factors involved, the motor coach industry does not believe that it is indulging in shallow optimism when it



foresees a substantial increase and development of its services to the public after the war. It is sure that it will be able to absorb into its personnel on an equitable basis all employees who have been engaged in the armed services and war work of every kind. It is confident that in addition it will be able to employ a very much larger personnel in the post-war period to take care of a heavily increased business induced by the factors already discussed.

We did mention the fact that we are going to absorb our staffs, and anticipate and fully expect to absorb more.

In so far as actual figures are concerned, we could quote any figure we liked to quote, as the railways quoted to you, on the basis, "If we do this, we will add so many men to the payroll; if we do that, we will add some more men to the payroll." We are trying to stick to facts without any ifs or buts, and no man can foresee what is going to happen after the war and give you a figure which you can rely on as to how many employees will be taken in.

MR. TUSTIN: The point that I was endeavouring to make from the start, was answered by Mr. Foster, as to whether you think you can give employment to these trained men when they return home after the war. That was the point I had foremost in my mind.

MR. FAIRTY: May I interject this remark. We knew what the purposes of this committee were and we have done our best to state to the committee, as far as we could, what the future will be after the war. But the committee must appreciate how contingent we are upon others. For example, I have read in the proceedings of this committee statements made by the premiers—I think it was the premiers—of British Columbia and Alberta in which they laid down—

The CHAIRMAN: Not British Columbia.

MR. FAIRTY: Was it not?

MR. MACNICOL: New Brunswick.

The CHAIRMAN: Perhaps it was Nova Scotia or New Brunswick.

MR. FAIRTY: Anyway, some of the provinces.

MR. MACNICOL: Alberta, anyway.

MR. FAIRTY: They laid down very large commitments for highway purposes. It is very hard for me to believe, although I do not know much about it, that they think they are going to do that without federal money to a certain extent, and the question is, are you going to give it to them, so that these highways will be there? If they are there, we will use them, if you let us use them. And so it goes with other things, such as the helicopter. What is going to be the field of operation as to the helicopter? If you let us operate them, we will employ more people. But will you let us do that? All these things are contingent, which we can only guess at at the present time, because they are not in our hands to decide. They are in other people's hands.

MR. MARTIN: Suppose you were allowed to use the helicopter. Have you calculated what that would mean in terms of increased employment?

MR. FAIRTY: No. I do not think we can go that far. To be fair, I am thoroughly convinced, after listening to the evidence given in Washington, that it is an instrument which is bound to come and may come within the next five years; within two and a half years after the war, Mr. Sikorsky predicted, and I think he is right. But there is not one in service for commercial use at the present time anywhere in the world. I am told they are being used in military service in a big way in the United States at the present moment. Having regard to the situation, it is pretty hard to guess what the development will be. We can see it coming, but how far it is going to go, I do not know. I read a book the other day by Mr. Stout, who was there also as a witness before the

C.A.B. board. He almost prophesied that the helicopter might take the place of the bus and displace the bus for local transport. So you can see one man's guess is almost as good as another's. All you can do is to guess intelligently on these matters.

The CHAIRMAN: Are there any further questions?

Mr. McDONALD: Mr. Martin put a question a little while ago which had reference to indirect employment. Of course we are looking for any industry that will increase employment indirectly. We are looking for that also. Mr. Martin put a question regarding the purchase of coaches and buses and what percentage you bought in Canada of those that are used. I should like to follow that up and ask with regard to those that are bought outside of Canada, if it is for the reason that they are bought more cheaply, say in the United States? Is it on account of the cheaper cost or the particular design of the coach? In putting these questions I have in the back of my head the knowledge that at the commencement of this war practically no aeroplanes were manufactured in Canada. Today we have an immense industry in aeroplane manufacture. There has been a great development. We are even building the Lancaster today, although not entirely. We are purchasing the engines. What I have in the back of my mind in asking that question is to find out if all of these coaches and buses can be purchased in Canada, always supposing that the cost is not excessive as compared with what you can buy them for elsewhere.

Mr. FAIRTY: May I answer that question in this way. I appeared some years ago, before the war, at a hearing of the Tariff Board here. The point you make is somewhat controversial, of course, because some of the men who wish to manufacture coaches here think they can do it, whereas perhaps some of the operators think they cannot do it. I do not think cost has a thing to do with it. By the time we get an American coach into Canada, it costs us far more than it would cost in the United States. We should be very glad if we could purchase Canadian coaches. The trouble has been in the past that the cost of developing a modern motor coach is so very, very heavy, and the planning of patterns and all that kind of thing, that the average Canadian manufacturer, unless he had the assurance of the sale of every motor coach in Canada, could not undertake it. In other words, the demand up to the present time has been so limited that it would not pay a high-class manufacturer to take it on. It may be that in the future things will be different. We are hoping that they will be. We want to buy our coaches in Canada if we can; but up to the outbreak of the war I may say frankly, speaking broadly, that it was not feasible to buy the larger motor coaches in Canada.

Mr. MACNICOL: As a matter of fact, there are no aeroplane engines made in Canada. While we make the woodwork of the 'planes, we do not make the engines.

Mr. FAIRTY: That is as I understand it.

Mr. MACNICOL: And the 'plane would never leave the ground without the engine.

Mr. FAIRTY: I was at Victory Aircraft the other day and went through the plant. They import all their engines from the United States.

The CHAIRMAN: Are there any further questions?

Mr. McNIVEN: Mr. Perry, have you been able to purchase any new equipment since the outbreak of the war? Have you been able to purchase any new buses?

Mr. PERRY: Yes. Some new buses have been purchased, but very, very few. But they have been referred to as a victory model bus, not the type that we would ordinarily purchase to carry on a business of the type that we carried on prior to the war or contemplate in the post-war period. They are just buses, and that is about all you can say about them.

Mr. McNIVEN: And the buses you have purchased are designed for short haul as between some large centre and a war plant?

Mr. FAIRTY: That is correct. They have been of the type designed mainly to handle short-haul transportation.

Mr. McNIVEN: Would that mean that, following the war, you would have to replace practically all of the equipment that you now have?

Mr. FAIRTY: It would appear that the equipment requirements to rehabilitate the industry will be considerable in the post-war period.

Mr. McNIVEN: In that way you would give indirect employment. The industry would give indirect employment in the construction of those new coaches.

Mr. FAIRTY: That is correct. There are certain types of coaches, small capacity coaches for short hauls, which comprise a standard truck chassis, on which a body is placed. That is not the type of vehicle which is suitable for long haul transportation; and the type of vehicle suitable for long-haul transportation is not manufactured in this country. There are a few companies which have attempted it and built a few models; but in the main, referring to the modern integral type of bus, where the whole bus is assembled as one unit, much like an aircraft, up to date we have had to procure that equipment in the United States. Prior to the war a few American manufacturers did attempt to establish manufacturing facilities in Canada, but the demand was so limited that it did not justify the carrying on of the work and the plants were discontinued.

Mr. McNIVEN: Are you operating any air-conditioned buses in Canada?

Mr. FAIRTY: Some operators are operating air-conditioned buses.

Mr. McNIVEN: In Canada?

Mr. FAIRTY: Yes.

Mr. McNIVEN: But for the most part they are not?

Mr. FAIRTY: For the most part they are not. That was an innovation that just came into the field slightly before the war.

Mr. McNIVEN: Do you think that the motor coach of the future will be air conditioned?

Mr. MacNICOL: Of course it will.

Mr. FAIRTY: Definitely, sir. Coaches of the type that the members of this association operate will be air-conditioned equipment. They have perfected that air-conditioning unit to the point where it is dependable.

Mr. McNIVEN: And that work could be done in Canada?

Mr. FAIRTY: It could. If there were any manufacturers here manufacturing it, such as Frigidaire or a similar organization, that equipment could be procured here.

Mr. McNIVEN: For example, the coaches used by the Western Canadian Greyhound Lines are all made in Winnipeg. To say that they are made in Winnipeg is hardly correct. They are assembled in Winnipeg.

Mr. FAIRTY: Yes. There is a company in Winnipeg, and I believe there is one in Vancouver, which have endeavoured to build motor coaches in this country. But all of the essential units for those vehicles come from the United States. There is no source of supply in this country of such things as Mr. MacNicol referred to, such as engines, axles, transmissions, drive shafts, steering assemblies and so forth.

Mr. MARTIN: What about the bodies? We have about twelve body plants in Canada. Are they not able to make the bodies?

Mr. FAIRTY: They made the type of body that I referred to.

Mr. MARTIN: For the smaller bus?



Mr. FAIRTY: The smaller bus which is mounted on a truck chassis, such as for school buses and short-haul small lines. But the buses that we are referring to in our exhibit are buses which are not built in their entirety in this country.

The CHAIRMAN: Mr. Purdy, I believe you had a question?

Mr. PURDY: Yes. I was going to ask these gentlemen if they had any figures showing a comparison between the rates of wages they pay and those paid by the railways and also any comparison between the hours that their employees work as compared with the hours of the railway men?

Mr. PERRY: No, sir. I do not think we have such a figure. The type of work done by the operating personnel in the motor coach industry is so totally different from that of rail employees that it would be very difficult to make a comparison. But with respect to the hours of employment of motor coach operators, that is very clearly defined in the various provincial motor vehicle acts, which provide that no operator in charge of a vehicle may work more than ten hours in any twenty-four period. Here is a classification with respect to ten large companies in Canada, showing the number of employees of those ten companies, which is 2,079. That is made up of supervisory staff of 121; office staff, 261; drivers, 898; mechanical and garage employees, 681, and sales staff, 118. The amount of wages paid to those 2,079 employees for the calendar year, 1943, amounted to \$3,579,222 or an average per employee of \$1,721.61. That is really not all the employees obtain. In practically every case the companies provide the operating personnel with uniforms after they have been in the service for a limited period, where the man has proved that he is a dependable fellow, where his record has been good both with respect to his safety record, and his ability to operate the vehicle and to treat the public courteously. He automatically will obtain free uniforms, overcoats; in some cases he will obtain two uniforms, one for winter operation and one for summer operation. In addition to that, garage employees are furnished by the company with many of their essential tools. Cover-alls are furnished. That is all in addition to the wages; and several other benefits are derived by these employees. But that is the actual wage or salary obtained by the list of employees that I referred to.

The CHAIRMAN: Are there any further questions?

Mr. MacNICOL: I have two questions I should like to ask. The principle charge of the railways against motor bus traffic is that you take traffic away from them. According to your figures on page 2 your traffic in 1941 was some 35,000,000 passengers as compared with railway traffic of some 29,000,000. My question is this. Suppose there were no buses. What proportion of that 35,000,000 passenger traffic do you suppose the railways would have obtained? I believe you said that your business was mostly new business. If that is so, they would not have got any. But have you any figures as to the proportionate amount they would have got?

Mr. PERRY: I do not think I could even attempt to quote a percentage of what amount of that traffic would have gone to the railroads had the bus service been non-existent. I do know, as we have stated in our brief, that the type of service we are operating is a totally different type of service to that given by the railroads. We operate over the highways, passing directly through the majority of centres which are populated. We may sometimes refer to it or think of it as paralleling the railways, such as between here and Montreal. We say we have rail service and we have bus service. But many of us overlook the fact that at many points between here and Montreal, the distance between the centre in which the population resides and the railway will vary anywhere from three, to five, ten or fifteen miles. Unless we take this into consideration it is not a true comparison. The comparison should be the distance from the centre of the municipality to the nearest railroad station, which might be double or treble

the distance. So that we feel that the type of service we are giving is a type that develops traffic that otherwise would not go to a steam railroad. Of course, there is some traffic that might go; that is, between two terminal points. But the majority of our traffic is short-haul traffic.

Mr. FAIRTY: I think I can answer Mr. MacNicol more specifically in this way. In an address to the Canadian Railway Club in Montreal—I will admit that it was some time ago, in 1931—Mr. Bernard Allen, a Bachelor of Science, who was assistant economist in the Bureau of Economics in the Canadian National Railways, stated that he had gone over the figures carefully, and that he thought the railways had lost \$4,000,000 a year to the buses. He went on to say:—

The total Canadian railway passenger revenue in 1923 amounted to \$85,000,000 while in 1929 it was only \$80,000,000. Freight revenue increased in 1929 over 1923 up to \$50,000,000. There is no reason to suggest that travel habits in Canada had decreased in those years. In 1929 passenger revenue should have been \$97,000,000 or \$17,000,000 greater than that actually received. As the bus is only responsible for a loss of \$4,000,000, the remaining \$13,000,000 must be charged up to the activities of the private automobile.

The CHAIRMAN: Who was making that statement, Mr. Fairty?

Mr. FAIRTY: Mr. Bernard Allen, economist of the C.N.R., at the Canadian Railway Club in Montreal. That is practically the same thing as the Duff Commission pointed out. We did not recite the whole of the Duff Commission findings, but their findings were about the same. In other words, summarizing it, the railways themselves think that about 5 per cent or less of their revenue has been taken away from them by the bus, and they also think that such amount would have gone to the electric radial railways if the electric radial railways had stayed in business.

Mr. MACNICOL: Before you sit down, may I ask you this. Is it not a matter of fact that the buses have created the best amount of their business?

Mr. FAIRTY: Yes. Everybody admits that.

Mr. MACNICOL: Any one boarding a bus at Bowmanville for Toronto—you will find it out if you study it—will pass, just using an arbitrary number, one hundred farm houses on the way.

Mr. FAIRTY: Yes.

Mr. MACNICOL: Or maybe a thousand, I do not know. Those farm people would not have gone by railway anyhow because it would take them an hour to drive up to the Bowmanville station or the Oshawa station or whatever station it may be. So is it not a matter of fact that much of your traffic is traffic that would not have been travelling at all?

Mr. FAIRTY: A number of years ago, when I was going to take an examination for discovery in Whitby, before the advent of the bus, I found it would take me a whole day to get there and back by train, starting early in the morning, and getting back late at night.

Mr. MARTIN: That would hurt your feelings.

Mr. FAIRTY: You can multiply that experience. I am told that it takes almost two days to go to Midland and back by train. I may be wrong about that, but that is what some one told me. There are things like that which occur. That is the way we have developed. The railways do not want that business and they cannot handle it. That is just the truth of it.

Mr. MACNICOL: The public would not want it.

Mr. FAIRTY: The public would not like it.

Mr. MACNICOL: So that farmers along the road would not go to the railway, for the trip up to Toronto anyway?

Mr. FAIRTY: No.

Mr. MACNICOL: There is one other charge they make. The railways charge that you are using the roads, the highways built by the provincial governments to which they, through taxation, contributed money in order to build them. Have you any record of the bonuses that were given to the railways in the early days for the building of their roads? I remember quite well up in the part of the country I lived in, or in the small township I lived in, that one little township obligated itself to pay \$80,000 as a bonus to the railway. The point I make is this. The fault is not all on the one side. The buses do use the roads. But on the other hand, the public had to provide large sums towards the building of the railways.

Mr. FAIRTY: I think the Duff Commission dealt with that. I looked into that once, and I think the total bonuses to the railways up to then—and that was some years ago—amounted to \$22,000,000,000 bonuses of one kind or another.

Mr. MACNICOL: Did you say \$2,000,000.

Mr. FAIRTY: No, \$22,000,000,000 in actual money grants, in grants of land and in subventions of one kind or another.

Mr. MACNICOL: I have one final question. Arising from what Mr. Perry said a few moments ago or what the chairman said. What do you just arbitrarily figure is the percentage of your traffic business which is created by the buses or has been created by the buses? Would it be 90 per cent, 75 per cent, 95 per cent or what?

Mr. FAIRTY: Well, I am not an operating man; but from what I know of it, my opinion would be somewhere between 75 per cent and 90 per cent, at least.

Mr. MACNICOL: That is brand new business?

Mr. FAIRTY: Yes.

Mr. MACNICOL: One other question. Has anyone made a compilation of this? Mr. Martin just touched on it, and I have written down a question for further elaboration. The buses take large numbers of people to parks all over Canada. Riding Mountain Park in Manitoba is one. There are a dozen other parks. Waterton Park in southern Alberta is another. The people who go to these parks buy large quantities of souvenirs. Have you any figures as to the proportion of business that has been created by the buses taking the tourists to parks and the parks in turn selling souvenirs and so forth, including lunches, to the public?

Mr. FAIRTY: Well, I do not know enough of the operating end of the business to answer that, but I do want to stress that there are a great many subsidiary concerns, which you may think are small ones, such as hotdog stands; but they still do furnish employment to the people.

Mr. MACNICOL: They sure do.

Mr. FAIRTY: They open up, they develop and they are kept alive by the fact that the buses run past them. That is a thing that should not be overlooked at all.

Mr. FOSTER: If I may, I should like to mention something which has not been mentioned in regard to the matter of employees. For instance, as to the ten operating companies that are represented here, in addition to their employees who are wholly employed by the companies—

Mr. MACNICOL: Those are the ones which were referred to?

Mr. FOSTER: We have, for instance, in these operations something like 650 agencies selling tickets and providing accommodation to passengers. Each of



those agencies may have as high as three to four people partially dependent for their livelihood on the commissions paid. In other words, the ramifications of employment are almost endless.

The CHAIRMAN: Are there any further questions?

Mr. BERTRAND: At the present time the Dominion Motor Coach Association is operating under the authority of the respective provincial governments?

Mr. PERRY: That is correct.

Mr. BERTRAND: Do you find that the bus companies in your association find that desirable?

Mr. PERRY: Yes, we do.

The CHAIRMAN: They said that in the brief.

Mr. PERRY: I will present here as an exhibit a series of highway traffic acts which are applicable in each and every one of the nine provinces. We have operated under the provincial controls for a great number of years. Summarizing it in a few words, I can say that the best interests of the Canadian public have been served, and that these provincial bodies definitely stipulate that certain standards of service must be provided by the operator.

Mr. BERTRAND: And in spite of the fact that your services today are inter-provincial, you still think that the local body is a satisfactory agent to deal with it?

Mr. PERRY: We do. Because Canada is dissimilar to the United States in that we have only nine provinces here in a larger area than that in which they have forty-eight states. A very small percentage of the total traffic handled is interprovincial or international. The bulk is within the limits of the provincial boundary lines.

Mr. GILLIS: On that point, may I inquire to what extent you have uniformity in your regulations in the different provinces?

Mr. BERTRAND: That was going to be my next question, but it is all right.

Mr. PERRY: The regulations are, to a large extent, very similar. Due to the varying conditions which exist throughout our dominion, these various regulatory bodies enacted legislation which best provides the service for that particular province. That is, we do not believe it is policy or practical to take a common yard stick and make it work to advantage, to have it uniform throughout the whole dominion, due to the varying conditions in the east, in the central area and again in the west. We think that the present regulations which have regard to the specific territory covered by each province is by far the best system.

Mr. GILLIS: Would it be possible to have those regulations embodied in the record?

Mr. PERRY: Yes. I shall be very pleased to file these as an exhibit.

Mr. BERTRAND: Do your rates per mile vary much as between one place and another?

Mr. PERRY: In the main I would say that the basic fare—that is, the basic one-way fare—for travel in one province is comparable to what is being levied in other provinces. It would be very easy to make a comparison, because the tariffs of the companies in central Canada, western Canada and eastern Canada are all on file here. It would be very easy to make a comparison.

Mr. MARTIN: How about the wage scale?

Mr. PERRY: All that we have done is that we have given you here today the average scale.

Mr. MARTIN: I mean the basis of it.

Mr. PERRY: I would say just about as close as it could be. It is very, very close. Of course, there are conditions which exist in British Columbia that do not exist in Nova Scotia; but the wages are in line with similar wages which are being paid to other industries, compared with what one industry pays in Nova Scotia as against what they are paying in Alberta or British Columbia.

The CHAIRMAN: I interrupted Mr. Purdy a moment ago. Had you a question, Mr. Purdy?

Mr. PURDY: I was interested in knowing if, when the companies are setting up their schedules between places where they come in competition with the railroads, they attempt to make those schedules complementary to the service now being given to the public by the railways or whether they try to make them competitive. In other words, do they run close to the schedules of the trains or do they try to bring their operations in between and give the public a better service?

Mr. PERRY: I have been a traffic manager responsible for the laying out of schedules for the best part of fifteen years, and of primary importance in the laying out or the making of a change in a schedule is the convenience of the public. I do not take into consideration the railway schedule. In other words, even if it did happen that a coach and a train left point "A" within fifteen or twenty minutes of each other, the vast increase in speed of the railway over and above the highway vehicle, the train would soon outdistance the motor vehicle; and as the distance increases, the elapsed time between these two services increases. We have regard first and foremost for the public patronage, and with that comes the revenue necessary to carry and sustain the operation.

Mr. FAIRTY: May I answer Mr. Bertrand's question more specifically. When we appeared some years ago before the senate committee, which was considering bill B, which was to put under the power of the Railway Commissioners as I think it was then, or the Transport Commissioners as it is now, the interprovincial coast business, it was then stated and was not controverted that the interprovincial business of our coach companies in Canada was somewhere around 5 per cent of the total business. I do not think conditions have changed at all. I think, if anything, it is under 5 per cent to-day.

Mr. MACNICOL: I was going to ask if the obnoxious fifty mile rule inflicted on bus travellers is still in operation?

The CHAIRMAN: This is not the post-war period.

Mr. MARTIN: The answer is yes.

Mr. FAIRTY: Not officially, but the equivalent of it.

Mr. MACNICOL: We have been very long suffering.

Mr. FAIRTY: There have been so many modifications of that fifty-mile limit that you would never identify the initial order at the present time.

Mr. GILLIS: There is just one thing I should like to know. Your brief represents the viewpoint of ten operating companies. Would you let us have the names of them?

Mr. PERRY: It represents the views of many more companies than that. Our suggestions were compiled from ten companies. The ten companies we referred to from which we obtained the suggestions were: Clark Transportation Company Limited, with headquarters in Winnipeg; Vancouver Island Coach Lines, with headquarters in Victoria; B.C. Greyhound Lines, Ltd., Vancouver; S.M.T. (Eastern) Ltd., St. John, New Brunswick; Canada Coach Lines, Ltd., Hamilton; Western Canadian Greyhound Lines, Calgary; Provincial Transport Company, Montreal; Colonial Coach Lines, Ltd., Ottawa; Autobus & Taxis Limitee, Chicoutimi; and Gray Coach Lines, Ltd., Toronto. That is a fairly representative group of companies throughout the country.

The CHAIRMAN: Those are the people from whom you got your suggestions?

Mr. PERRY: Yes. We took four in the east and four in the west and some intermediate operations. However, this association does not represent our industry, but the fact is that I just quoted there ten companies.

Mr. GILLIS: You were speaking for the entire industry?

Mr. PERRY: Correct, sir.

Mr. PURDY: How many members have you in your association?

Mr. PERRY: We have thirty-two members, but the members of the Dominion Motor Coach Association are the larger operators. We also have provincial associations which take care of the smaller operators.

The CHAIRMAN: Are there any further questions?

Mr. HUSBAND: May I speak on the question of employment development through the tourist industry. The motor coach industry has, of course, always been identified since its inception with the tourist business. They have built facilities along these routes at various vantage points, which have helped to develop and facilitate the motor car tourist when he comes into the country. We can expect, after the war, with the withdrawal of controls which have been of an emergent nature, a tremendous influx from the United States. It is going to amount to one of the most important industries that Canada will have. It ranks, as you know, over the years second to wheat, and it will provide tremendous employment. It will be a type of employment that will be adaptable to a number of these returned men who will require a certain amount of outdoor life. Every one of the agencies that every one of these companies has—and they are placed all over the United States and Canada—is an information bureau for the development of the tourist traffic. We are operating on the highways, and since the largest proportion of the tourist traffic that comes in is highway traffic, whether it is by private car or by bus, we are the natural agency in a great many cases for the dissemination of information for tourists. With the facilities that have been offered at the various out-of-the-way points on the highways, we can provide facilities and an agency for the development of that business that has been built up by the government of Canada, and which will develop that tourist traffic. Of course we are imbued with the idea that one of the greatest things for goodwill between nations in the post-war world will be the free interchange of travel. We believe that we have had a very definite part in developing it. We certainly will continue to retain that position.

Mr. PERRY: Thank you.

The CHAIRMAN: Are there any further questions?

Mr. MACNICOL: I have one further question. In reading up some information upon which to base a question or two, I came across the statement in a former report that the amount of taxes—I cannot find the report just now, but I have it here—per vehicle was \$800. I notice in your brief it states \$1,132.84 per coach. Are your taxes being pyramided or increased, or for what reason is that tax rate increasing?

Mr. PERRY: I will ask Mr. Curtis to answer that.

Mr. CURTIS: The taxes have been increased against us by virtue of the imposition of the federal gas tax which added to our tax burden. But the tax per bus figure would vary naturally as the mileage operated per bus in any one year. The further mileage it would be able to travel, the higher its tax is going to be, because it is a gasoline tax, and it is a road tax and seat tax, which increases as the mileage increases. We might say that efficient bus operation is going to develop as many miles per unit per year as it can. And the more miles per unit per year it can develop, the more efficient the operation is going to be. When so many of our taxes are assessed on the mileage basis or developed on a mileage basis, as we increase our efficiency our taxes per bus per year are going to increase.



Mr. MACNICOL: You make reference in this report to bridge tolls.

Mr. CURTIS: That is right.

Mr. MACNICOL: There are not any bridge tolls in Ontario. Where are there bridge tolls?

Mr. CURTIS: I can speak only for the district I represent, which is Quebec.

Mr. MACNICOL: Very well.

Mr. CURTIS: We have to pay bridge tolls to cross the Victoria bridge and the Jacques Cartier bridge. That represents an amount of \$80,000 a year.

Mr. MACDONALD: You formerly paid on other bridges, did you not?

Mr. CURTIS: Yes. But the provincial government was good enough to take that away. We still have to pay to cross the Jacques Cartier and Victoria bridges. That figure amounts to about \$80,000 a year.

Mr. MACNICOL: There was one reference in the report—I have just forgotten the exact reference—as to the possibility of the railways going into the bus business. Is there any likelihood of that? Or would there be anything to prevent them from doing that if they wanted to do it?

Mr. PERRY: I do not think there is anything that would prevent a railroad from making application to operate a bus service over any route that is not now being served, providing the railroad could prove to the satisfaction of the provincial board that it was essential and necessary that such a service be provided. I do not think there is anything that would prevent a railroad or any other interest from providing services which are not now being furnished.

Mr. MACNICOL: They do use motor trucks now in the cities to pick up freight, do they not?

Mr. PERRY: I believe they do; and in a few instances the railroads have a couple of subsidiary companies that operate a few buses. With respect to the taxation question, Mr. MacNicol, I should like to quote from their figures, which is the average of the ten companies referred to. In the year 1943 the average per vehicle licence amounted to \$188.28. The seat or road tax amounted to \$243.62.

Mr. MACNICOL: I did not get that. Would you repeat it?

Mr. PERRY: The seat and road tax amounted to \$243.62.

Mr. MACNICOL: What is the significance of the seat and road tax?

Mr. PERRY: I believe that we are the only user of the public right of way, whereby we pay a road tax for every mile operated. That road tax is levied on the scheduled operation, plus any extra buses that may be operated to support any schedule. In some schedules one bus will take care of the service. Sometimes it is necessary to run a second bus all the way or a third bus part of the way. For every mile operated we pay a road tax; and in the province of Ontario that amounts to one-twentieth of a cent per seat per mile.

The CHAIRMAN: Whether the seat is occupied or not?

Mr. PERRY: Regardless of whether or not the seat is occupied. As an example, for operating a thirty-passenger bus in the province of Ontario, the seat tax of one-twentieth of a cent per mile means a tax of one and a half cents per mile of road tax paid regardless of whether there is one passenger in the bus or whether there is the bus complement of twenty-five or thirty passengers.

Mr. MACNICOL: That is one and a half cents per what?

Mr. PERRY: One and a half cents per mile operated.

Mr. MACNICOL: So that, operating from Toronto to Hamilton, you would be paying sixty cents a seat?

Mr. PERRY: Yes. Every time you see a bus going from Toronto to Hamilton, that operator is paying approximately sixty cents for every trip made. That is forty miles.

Mr. MACNICOL: Per seat?

Mr. PERRY: No. It is per bus. That is for the road tax only. The gasoline tax or the fuel tax amounted to an average of \$697.74 per vehicle. You asked a question and Mr. Curtis answered it, as to whether we had any increased tax recently, and he referred to the recent impost, or rather of a few years ago, of the federal gas tax. That is one recent one.

Mr. MACNICOL: I suppose the government would like this committee to suggest some new ways of taxation?

The CHAIRMAN: A branch of the government.

Mr. PERRY: The total figure paid per average bus by these ten companies amounted to \$1,514.51 during the year 1943.

Mr. MACNICOL: Per registered vehicle?

Mr. PERRY: Per registered vehicle, yes, in those ten companies. That was the average. And that is much in excess of the figure you referred to.

Mr. MACNICOL: Yes. Your own figure is \$1,132.

Mr. PERRY: Yes. But Mr. Curtis made reference to the fact that we are operating, under certain measures that have been imposed on us, a little more efficiently, and operating more miles per vehicle per annum. Therefore the tax figure, in comparison with their figure, is higher.

Mr. FAIRTY: It has been suggested here that the railroads might go into the motor coach business. May I say that we would oppose it vigorously, because it would be contrary to the principle adopted in every province of Canada, that there shall not be competition.

Mr. MACNICOL: I did not suggest that.

The CHAIRMAN: He is answering a question.

Mr. MACNICOL: Something that was said by some other person.

Mr. FAIRTY: I should like to point out something at this time. Here is the report of the Duff Commission. At page 90 it says: "Provincial authorities in Saskatchewan, Manitoba and Ontario informed us that permits to operate motor coaches along highways parallel to existing railway lines had been offered to the railway companies, but in no case had advantage been taken of the opportunity. The railways have, it would seem, concluded that there is a very small field at present in Canada for the economical utilization of the motor coach as a substitute or as an auxiliary to the steam train for passengers." It would be pretty late in the day for the railroads to come along now and say they want to get into the business.

Mr. PURDY: I do not suppose you would take them into your association?

Mr. FAIRTY: If they get franchises like we did, we will welcome them.

Mr. PERRY: By the way, the Canadian National Railways have subsidiary companies who are members of this association. They are operating highway services over a route not served by other interests. They are perfectly at liberty to come along here and make application to serve any other route that is not now being served.

The CHAIRMAN: Are there any further questions? I do not want to rush you, but it's now past one o'clock. If there are no further questions, we shall adjourn.

Mr. BERTRAND: Before we adjourn, I want to make very specific mention of the courtesy of the Dominion Motor Coach Association to the French representatives of this committee in having published a French memorandum of their presentation. I should like to say that it is highly appreciated by the French members.

The CHAIRMAN: I think we have learned considerable to-day about the operation of passenger services generally. I know that we are appreciative of the members of this association coming here and giving this evidence to us, particularly when, as I said at the beginning, they represent geographically every part of Canada. On behalf of the committee, I thank you and through you the members of your association, Mr. Perry.

Mr. PERRY: Thank you. If there is any supplementary information you care to call for, at any time, we shall be very pleased to submit it.

The committee adjourned at 1 o'clock p.m. to meet again at the call of the chair.







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HOUSE OF COMMONS

SESSION 1944

SPECIAL COMMITTEE

ON

# RECONSTRUCTION AND RE-ESTABLISHMENT

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 5

WEDNESDAY, APRIL 19, 1944

## WITNESSES:

Hon. W. J. Patterson, Premier of Saskatchewan;

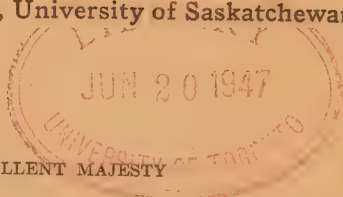
Mr. F. C. Cronkite, Dean of the College of Law, University of Saskatchewan.

OTTAWA

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PRINTER TO THE KING'S MOST EXCELLENT MAJESTY

1944







## MINUTES OF PROCEEDINGS

WEDNESDAY, April 19, 1944.

The Special Committee on Reconstruction and Re-establishment met this day at 11.00 o'clock, a.m. Mr. J. G. Turgeon, the Chairman, presided.

The following members were present: Messrs. Authier, Bence, Bertrand (*Prescott*), Black (*Cumberland*), Castleden, Dupuis, Eudes, Ferron, Gillis, Hill, Jean, Mackenzie (*Vancouver Centre*), MacNicol, McDonald (*Pontiac*), McNiven, Nielsen (*Mrs.*), Purdy, Quelch, Sanderson, Turgeon, Tustin and White.—22.

The Chairman, on behalf of the Committee, expressed regret at the death of Mr. McKinnon, M.P. (*Kenora-Rainy River*), who was a member of the Committee.

The Chairman read a letter from Mr. I. S. Fairty, K.C., Vice-President and General Counsel. Gray Coach Lines, Limited, Toronto, calling attention to an error on Page 122 of the evidence where the figure \$22,000,000,000, should have read \$2,000,000,000.

Hon. W. J. Patterson, Premier of Saskatchewan, and Mr. F. C. Cronkite, Dean of the College of Law, University of Saskatchewan, and Chairman of the Reconstruction Council of Saskatchewan, were introduced by the Chairman.

Hon. Mr. Patterson then presented a brief. He and Mr. Cronkite were then examined by the Committee.

Mr. Evans, M.P., by leave of the Committee, examined the witnesses.

On motion of Mr. Purdy the Committee adjourned at 1.00 o'clock, to meet again at 3.00 o'clock, p.m., this day.

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April 19, 1944.

The Committee resumed its sitting at 3.00 o'clock, p.m. Mr. J. G. Turgeon, the Chairman, presided.

The following members were present: Messrs. Authier, Bence, Black (*Cumberland*), Brunelle, Castleden, Ferron, Gillis, Hill, Jean, MacNicol, McDonald (*Pontiac*), McNiven, Matthews, Nielsen (*Mrs.*), Quelch, Sanderson and Turgeon.—17.

Hon. J. H. King, P.C., Government Leader in the Senate, was present.

Hon. W. J. Patterson and Mr. Cronkite were recalled and further examined.

The Chairman thanked the witnesses for the splendid brief and evidence they submitted to the Committee and the witnesses expressed appreciation of the opportunity of being heard.

On motion of Mr. McDonald the Committee adjourned at 5.30 p.m., to meet again at the call of the Chair.

J. P. DOYLE,  
Clerk of the Committee.





## MINUTES OF EVIDENCE

HOUSE OF COMMONS,

April 19, 1944.

The Special Committee on Reconstruction and Re-establishment met this day at 11 o'clock a.m. The Chairman, Mr. J. G. Turgeon, presided.

### *Appearances:*

HON. W. J. PATTERSON, Premier of Saskatchewan;

Dean F. C. CRONKITE, Chairman of the Saskatchewan Reconstruction Council, Dean of the College of Law, University of Saskatchewan.

The CHAIRMAN: Gentlemen, we have a quorum and if you will please come to order.

As you know, we have with us to-day Premier Patterson of Saskatchewan; and he is accompanied by Dean Cronkite, who is Chairman of the Saskatchewan Reconstruction Council which has been set up by the government of that province.

Before we go on to the immediate business of the day I would, as chairman of the committee, just like to say a word of regret at the passing of one of our members, Mr. Hugh D. MacKINNON, M.P., the member for Kenora-Rainy River. I will not say anything further. I know that his wife and family have the sympathy of every member of this committee and of the committee itself; and I will take the liberty of expressing to them on behalf of the committee our deep sympathy at the passing of the father and husband of that family.

I have a letter here from Mr. Irving S. Fairty, K.C., general counsel of the Dominion Motor Coach Association whose brief was presented to us some time ago. He points out an error either in the way he prepared it or the way his words were taken down. It will be corrected in the record but I wanted to speak of it now so that everybody would be able to see it. His letter reads as follows:—

I note that at page 122 of the printed proceedings of the committee dealing with the representations of the Dominion Motor Coach Association to the committee, I am quoted as stating in two separate places that the total subsidies to steam railways in Canada had amounted to \$22,000,000,000.00. What I actually said was \$2,000,000,000. The amount is large enough but I do not wish to be on record as having made absurd statements.

And now, Mr. Patterson, we are at your service. As you know, this committee has the right to interrupt you at any moment while you are presenting your brief. I think you will find though that you will be able to go ahead pretty well until you have finished it, and when you have finished you will of course be subjected to questioning. Is it your intention to read the brief yourself, or are you going to ask Dean Cronkite to read it?

HON. MR. PATTERSON: I will present it myself, Mr. Chairman.

HON. W. J. PATTERSON, Premier of Saskatchewan, called.

The WITNESS: Mr. Chairman and members of the committee:—

### I. INTRODUCTORY REMARKS

I would like, first of all, to express my appreciation and the appreciation of the government of Saskatchewan for the opportunity granted to us to present the views, hopes and ambitions of our people for the period that will follow the cessation of war.

Saskatchewan has approached the problem of the post-war period with a view to providing for all her citizens, who are physically able, the opportunity to work and the opportunity to provide themselves with that security that is necessary to realize the four freedoms. Keeping this end always in mind, we are endeavouring to work out plans for the development of our natural resources, for the placing of our basic industry, agriculture, on stable foundations, and for the establishment of social services and guarantees for those of our citizens who, through no fault of their own, are unable by their own efforts to guarantee themselves or their families security.

## II. SASKATCHEWAN APPROACH TO RECONSTRUCTION

Each of our departments of government has been busy for the past several months in working out careful plans for work within their particular fields. In some cases, as for instance the Department of Highways and Transportation, these plans have been completed almost to the blue-print stage and once funds, labour and materials are available the work can go ahead.

In other fields, however, shortage of technical personnel is making it exceedingly difficult, if not impossible, for works plans to be advanced to this stage. It is hoped that engineering and other technical personnel will be available before a critical period is reached.

As the first step in formulating a carefully co-ordinated post-war reconstruction and rehabilitation plan, the legislature of Saskatchewan passed the Saskatchewan Reconstruction Council Act, Ch. 68, S.S. 1943, under which the Saskatchewan Reconstruction Council was created by order-in-council, October 20, 1943. Dean F. C. Cronkite, College of Law, University of Saskatchewan, is chairman of this council, which consists of seven members in all.

The Statute (section 3) instructs the council to "study and investigate conditions and problems that are likely to arise during or after the conclusion of the war and shall consider, develop and recommend plans, policies and activities for the purpose of meeting such conditions and problems, and may confer with federal, provincial and municipal authorities, operators of industries, agriculturists, organizations of employers, organizations of employees, and any other bodies."

The Reconstruction Council has visited the larger centres in every section of the province and conducted public hearings, at which municipal bodies, organizations, technical experts in various fields, and interested individuals have appeared to present plans and suggestions for the post-war period. In addition to thus ascertaining the needs and desires of the people of the province by direct contact, the council has acquired a technical staff numbering approximately 20, which is engaged in research work.

The council will report to the government of Saskatchewan in the fairly near future but until this report is received there are many aspects of Saskatchewan's post-war plans that I can only outline to you as the details will be contained in the report. In some instances, I will be able only to indicate to you that investigations and research are being made.

## III. WORKS PROJECTS

I understand that this committee is deeply interested in obtaining information concerning works projects to provide for possible post-war unemployment when demobilization has taken place and war industries have slackened production. In this connection I should like to say that while the Saskatchewan government recognizes that such works plans are of great importance for the immediate period when hostilities cease or become less global in character we would like to express the opinion that this phase should not be over emphasized.

They serve as a useful short-term program to ease the transition period but if long-term plans of reconstruction are not made, such works projects will only serve to postpone the evil day. Great care must be taken in the selection of these projects which we call "immediate" to see that they are not in the same category as the "relief" works of the depression years—work invented and done by less efficient methods for the sole purpose of supplying work for a given number of men. All of the immediate projects should be a nature to fit in with the long-term plans, and actually be the starting point of a long-term reconstruction and rehabilitation policy. Where buildings are proposed, it must be assured that they are necessary and useful buildings.

In an effort to ascertain how many will be employed in private industry in Saskatchewan during the post-war years, a questionnaire was sent by the Bureau of Labour and Public Welfare to every industrial firm in Saskatchewan that comes under the Workmen's Compensation Act. These firms number 2,893 and to date approximately 50 per cent have sent in replies.

On the basis of this incomplete return it would appear that there will be some increase in employment opportunities for males in the post-war period in administrative and clerical, skilled and unskilled categories. On the other hand a decrease in employment of female labour is indicated by the survey. It is likely that taking male and female labour together there will be a net increase. Reports from many firms however reveal a good deal of uncertainty about their post-war employment situation and some fairly large employers were unable to make estimates.

It might be pointed out that some firms engaged in war industry at the present time are faced with the element of uncertainty because the dominion government has not, as yet, laid down a clear policy concerning what is to become of dominion-owned machinery and equipment that is presently in the hands of these companies for their war work.

One such company, in a brief presented to the Reconstruction Council stated categorically that if they were allowed to purchase these machine tools, equipment and raw materials in their possession for a nominal sum on proof that it would be put to productive use, they could guarantee employment for the 480 of their present employees who wish to remain with them after the war, as well as between 250 and 300 personnel who will be returning to them from the armed services.

It should be pointed out that the above observations do not take into consideration the possibility of any new businesses being established and the amount of employment such new business will give. In connection with agricultural labor it has been estimated that an additional 25,000 men will be absorbed on Saskatchewan farms, this figure not including men who will be established as soldier settlers.

At the present time somewhat over 70,000 Saskatchewan men and women are reported as members of the various armed services so it is evident that with general demobilization a considerable body of labor will be available for a period of expansion and development in this province. I propose to give in outline some of the more important proposals of the Saskatchewan government. The suggested buildings and repairs are urgently needed and will be of direct utility to the people. All the proposals will, we believe, fit in with a general reconstruction plan for the province.

#### (a) *Provincial Public Buildings*

Our Department of Public Works has prepared a statement outlining a minimum of work that must be done on Saskatchewan's public buildings both as renovation projects and building projects. This is a \$9,950,000 program and it is anticipated that labour will absorb approximately 45% of the total cost. Again it must be emphasized that both personnel and time will be needed to prepare the plans for most of these buildings and get them to the stage where



actual construction could be started. It is estimated that, given adequate personnel, it would take some time to bring these plans to the blue-print stage.

In addition the University of Saskatchewan has proposed an extensive building program that will be necessary in the near future if the university is to be in a position to continue its useful work in the community and be in a position to provide higher education for returned men and women.

This is a \$2,970,000 building program which will necessitate an increase of approximately \$150,000 to the present annual provincial grant to the university.

The university is badly overcrowded at the moment, and indications are that following the cessation of hostilities its present facilities will be completely inadequate to cope with the demands that will be placed upon them. This program does not include all the extensions that will be required to complete the university.

### (b) *School Buildings*

School buildings, particularly in rural Saskatchewan, are generally in a poor state of repair. Almost invariably the buildings need general repairs, outside painting, redecorating within, heating plant extensions or renewals, as well as extensions to outbuildings. The Canada and Newfoundland Education Association estimates that the minimum requirement to put a typical school into repair would be \$300.

It is further estimated that it will take at least \$100,000 to replace normal equipment in rural and village schools that were allowed to deteriorate or wear out during the drought years, and has not, to date, been replaced. Expenditures for grounds, buildings and equipment have increased of late years but have not yet begun to repair the ravages of the drought and depression years.

Consolidated schools in Saskatchewan report that their conveyance equipment is nearly worn out, some buses needing overhauling while others need replacement.

School libraries have suffered severely owing to the inability of local boards to provide for replacements or additions, and the sum of \$30 per room is a conservative estimate of the immediate need for school libraries.

One great need in education in Saskatchewan is the establishment of agricultural schools for both boys and girls in the rural districts. It is suggested that three or four should be started immediately with the others being built as the needs grow and the teaching personnel can be obtained.

The total expenditures that will be necessary to place Saskatchewan's school buildings and equipment on a basis to provide minimum efficiency as well as the cost of erecting agricultural schools comes to a minimum of \$2,642,200.

### *Summary of School Building Program*

1. Repair and renovation of schools, \$300 on each school. Approximately 5,000 school buildings in operation.....	\$ 1,500,000
2. Equipment for rural and village schools.....	100,000
3. Conveyance equipment for consolidated schools.....	25,000
4. School libraries—\$30 for each room.....	217,200
5. Agricultural schools—4 throughout the province.....	800,000
Total .....	<u>\$ 2,642,200</u>

### (c) *Highways*

According to the Department of Highways and Transportation there are 8390.2 miles of provincial highway in the province that should be improved or built in the post-war period if the highway system of Saskatchewan is to equal the standards set by other parts of the dominion. Of the present 8,009 miles of provincial highways only 23.4 miles have been constructed to standard hard surface requirements. Approximately 627 miles to date have not been graded to a standard above that of an ordinary municipal road. A large portion

of the mileage constructed between 1920 and 1935 must be reconstructed to meet the requirements of present day traffic. This program, together with grade separation projects will total \$87,805,000.

In addition to the provincial highway system there is the main market road system, comprising 25,000 miles, on which grants-in-aid are made to the rural municipalities affected. If these roads are to be improved to make efficient outlets for our primary products and be serviceable for present day truck traffic, it will be necessary to increase the grants to the municipalities.

On this system of main market roads, there are approximately 2,600 untreated timber bridges. One thousand of these are over 20 years old and are consequently unsafe for heavy traffic. It is estimated that it would take an expenditure of approximately \$1,500,000 to replace these bridges and improve the alignment of the approaches. It will also be necessary to extend the special colonization and development roads into the northern part of the province to provide for the development of our natural resources of lumber, fish and minerals. The amount of this type of road to be undertaken will depend on employment conditions and can be extended or curtailed as required. The estimated cost of this type of road, including untreated gravel surfacing is approximately \$5,000 per mile.

The municipalities of Saskatchewan show a vital interest in the road building plans, and nearly all the villages, towns, and rural municipalities expressed desires for particular small extensions and improvements to allow outlets to the present highway system and the larger cities. Three hundred and fifty miles of new highway were requested, this mileage consisting mainly of short stretches of road connecting up smaller towns. Gravelling of provincial park roads and the widening of highways leading into cities were also suggested.

#### (d) *Telephones*

The Department of Telephones reports that during a five year period, commencing from the time that labour and materials are made available, an amount of \$1,000,000 will be needed to extend telephone lines and services in addition to the amount of money being spent in the operation of the system.

It is also estimated that rural telephone companies will need to spend up to \$5,000,000 for renewal and reconstruction because many of them have been unable to keep their lines in good shape.

#### *Forest Resources*

If the reconstruction period is to be effective for Saskatchewan one of the objects must be the achieving of a fully adequate standard of living for the people living there. It is felt that this can be achieved only by the best and most economic utilization of the resources of the province using that term in its widest and most comprehensive sense.

Saskatchewan's most valuable resource is her soil and a special section of this presentation will be devoted to agriculture including irrigation, soil conservation and research but there are other very important natural resources in the province to which increasing attention must be given and which must be included in any developmental program which Saskatchewan may adopt. For the reason that certain expenditures, involving a substantial employment of labour, are contemplated these resources are being mentioned in this part of the submission.

The chief forestry resources of Saskatchewan are found in the mixed forest belt, which stretches north-west across the province immediately north of the settled area and covers 25 per cent of the land surface of the province. Of this 40,272,000 acres of land there are approximately 15,000,000 acres which may be classed as protected or potential areas, classified as follows:—

*Mixed Forest Belt*

Provincial Forest .....	6,521,534 acres
Additional Protected Forest.....	5,711,310 acres
Prince Albert National Park.....	1,198,029 acres
Potential Commercial Forest.....	1,617,427 acres
Total .....	15,048,300 acres

During the past 40 years over four billion feet board measure of saw timber, plus large quantities of railway ties, building logs, pulpwood and fuelwood have been harvested. Annually for the past five years over 125 million board feet of saw timber, as well as large quantities of railway ties and pulpwood, have been taken out of Saskatchewan forests. The annual value of these forest products amounted to over five million dollars, and 90 per cent were exported.

Depletion of Saskatchewan's forest resources has been rapid, particularly in the last 10 years and it is now estimated that almost 25 per cent of the accessible forest area has been logged off or burned over in past years. On these areas the residual stand and reproduction of valuable tree species is insufficient to provide a future stand of merchantable timber within a reasonable time.

If our present rate of consumption of timber continues our virgin and mature stands of white spruce and fir suitable for saw lumber will be exhausted in 10 years. It has been estimated that average annual depletion in the accessible forest area during the past 10 years has been as follows:—

Depletion by—	Cubic Feet of Standing Timber	Per Cent
Use .....	35,531,330	37.6
Fire .....	43,155,000	45.7
Insects, disease, windfall.....	15,737,266	16.7
Total .....	94,423,596	100

(Increased consumption may be anticipated during and following the present war period.)

From the above table it is apparent that in order to maintain our forests in a productive condition more intensive methods of protection and management will be necessary in order that the cut-over land and young growth will be protected from fire, with the increment of growth accelerated in the young stands by proper improvement cuttings. Reforestation will be required to re-stock barren areas which have not seeded in naturally.

At the present time the forestry department has a staff of between 40 and 50, which is doubled in the summer months.

The forestry branch of the Department of Natural Resources has worked out a detailed five-year forestry plan with the location and extent of all new projects clearly mapped. This is a \$6,600,000 program covering fire protection and prevention, silviculture developments and the development of resort and recreational areas.

*Estimated Costs*

Fire protection and prevention.....	\$ 2,453,020
Silviculture .....	3,856,834
Resorts and Recreation.....	268,920
Miscellaneous .....	21,226
Total .....	\$ 6,600,000

This program will employ a total of 1,000 men, 880 for labour and 120 on the administrative staff, for a total of 1,500,000 man days; 39,409 tractor days; and 76,745 team days. This means \$6,180,000 spent for labour alone.

It is further suggested that a school of forestry should be established in the prairie provinces. A current canvass of the forestry profession in the prairie provinces revealed that 24 engineers are absent in the armed forces. It is estimated that 70 professional and technical foresters will be needed for post-war reconstruction by government and private industries.



A new forest reserve should be formed in the northwest of the province, bordering the Alberta boundary on the west and the Waterhen river to the south.

The national forestry program which was started in 1939 was considered very successful by Saskatchewan forestry officials, and it is our recommendation that it should be continued.

*By Mr. Tustin:*

Q. Just before you go on, might I ask you to elaborate on what you mean by the school of forestry? Is it the intention to bring men in and train them there?—A. If I am correctly informed there are only two schools of forestry in Canada; one of those is in connection with the University of New Brunswick—and, Mr. Chairman, is there one in connection with the University of British Columbia?

The CHAIRMAN: There is one under consideration.

The WITNESS: I do not know what degrees are granted by these schools but they give training in technical forestry operations and they qualify a man to become what you might call a forestry engineer.

Mr. TUSTIN: I think it is a very excellent idea. I was just wondering if you would care to elaborate on it a little.

The WITNESS: The suggestion is that there should be a school which could serve the three prairie provinces where lumbering operations are essentially similar in character.

Mr. MACDONALD (Pontiac): There is a school of that kind affiliated with Laval University.

Mr. MACNICOL: And there is a school of forestry at the University of Toronto.

The WITNESS: Yes, there is one in New Brunswick, one in Toronto, and one in connection with Laval University; yes.

### *Fisheries*

One of the potential fields for further development is Saskatchewan's fishery resources, which, given improved transport and market facilities can be developed into an extremely important industry. During the year ending April 30, 1943, 9,954,440 pounds of fish were taken out of 128 of Saskatchewan's northern lakes and were valued at \$1,070,293.16 at the shipping point. This was an increased market value of \$523,053 over the previous year due to the higher prices prevailing for such species as whitefish, trout and pickerel throughout the season.

It is anticipated that the use of aircraft to fly fish from inaccessible lakes will increase in the post-war period, and the construction of roads into the northern areas of the province will further facilitate the marketing of the catch.

At the present time there is only one fish hatchery in the province, at Fort Qu'Appelle, for whitefish and pickerel and it is felt by the Fisheries Branch of the Department of Natural Resources that two additional hatcheries are needed at Makwa lake and Lac la Ronge. These would employ six permanent employees and ten temporary employees.

A biological survey should be carried out in our principal fishing waters to assure the best methods of improving fishing conditions by checking species already planted in lakes, and to investigate lakes containing parasitized fish to ascertain control methods, etc.

In addition the survey could determine the need for the installation of fishways in addition to the two presently needed in Prince Albert and Saskatoon.

Investigations should be carried on to determine the possibilities of a reduction plant for the processing of fish waste, as well as the establishment of a biological experimental station.

The costs of carrying out this program are listed in the following table:

*Summary of Costs — Department of Fisheries*

1. Two fish hatcheries at Makwa Lake and Lac la Ronge.....	\$ 80,000
2. Field laboratory for biological survey.....	2,000
3. Installation of Barr Fishways at Prince Albert and Saskatoon...	6,000
Total .....	\$ 88,000

*Annual Costs — Operating Expenses*

1. Cost of operation of fish hatcheries .....	\$ 24,000
2. Cost of operating field laboratory .....	8,500
Total .....	\$ 32,500

*Fur and Game*

The production of fur in Saskatchewan, both on fur farms and in the forests areas to the north, is an expanding industry. During the 1942-43 season pelts to the value of \$1,631,574.95 were marketed from wild fur production, and pelts and live animals valued at \$825,999.50 were raised on licensed fur farms.

\$203,530 of the \$6,600,000 forestry conservation program referred to a moment ago would be spent directly in the building of dams and other water conservation projects in the forest reserves to aid wild life. This would employ 38,932 man days, 308 tractor days, and 6,240 team days.

One type of project on which service personnel might be established in the province will be fur farms, as it is believed that there is a bright future for fur marketing, particularly if the quality of the animals and pelts is maintained. Instruction should be provided for men wishing to undertake this type of farming on the fur farms now established. If necessary the government could operate farms for instructional purposes.

Provision should be made for veterinary training, as well as instruction in grading, culling and processing. It would take a capital cost of \$36,950 to establish a government fox farm with annual supervisory cost of \$5,000. To establish a mink ranch in conjunction with the fox farm would take an additional capital expenditure of \$11,000.

*Parks*

If Saskatchewan parks are to continue to attract tourists in the post-war years a considerable amount of construction, improvement and development work will have to be done on them. A total of \$1,127,000 will need to be spent on the eight provincial parks in a five-year program. This will entail a labour cost of \$861,250.

*Mapping and Survey Work*

It is axiomatic that accurate maps are essential before the resources of any area can be explored and developed with any degree of efficiency. They are of particular value when it comes to the question of carrying on geological survey work in unknown and comparatively uninhabited areas such as northern Saskatchewan.

The Reconstruction Council is conducting special inquiries with a view to ascertaining what geological surveys will be necessary so that the fullest utilization of Saskatchewan's mineral wealth for the benefit of her people can be realized.

It is essential that the maps of all the provinces should be uniform and conform to the scale of the maps issued under the national topographical series. However, it has been found that certain base line surveys are a prerequisite to

topographical mapping, and it is proposed that the province should undertake this phase of the work. The details of this work, together with costs are set out in the following table:

## SUMMARY OF COSTS—BASE LINE SURVEYS

1. Manitoba-Saskatchewan boundary, Third Meridian; other meridian lines, base lines and township lines—2,525 miles.....	\$ 342,800
2. Restoration and re-establishment surveys.....	676,000
3. Surveys of park, provincial forests and game preserves.....	381,000
Total .....	<u>\$ 1,399,800</u>

This is a five-year program.

This work will require the services of 248 men and it must again be pointed out that there is a great shortage of technical personnel, much of which will have to be trained either on the job or at university before a great deal of this survey work can be carried on.

The usefulness and necessity of these base line surveys is confirmed by a letter from K. C. Chapman, Chief Topographical Engineer, Ottawa, for purposes of air photography and mapping.

There are topographic maps of some description for nearly all areas of Saskatchewan, but those for the southern section are considered inadequate for the demands that are being placed on them by numerous agencies and organizations. In order to bring the topographic mapping of the whole province up to the standard set, the following work will be necessary, and it is suggested that the dominion service should complete this work at the earliest opportunity in order to facilitate the other survey work that must be carried on in Saskatchewan to obtain accurate knowledge of natural resources.

## SUMMARY OF COSTS—TOPOGRAPHIC MAPPING

1. Latitude 60° to 53°—13 sheets to complete.....	\$ 455,000
2. Mapping selected sections.....	520,000
3. Latitude 53° to 49°—16 units to do.....	960,000
Total .....	<u>\$1,935,000</u>

Following this topographical mapping will come the geological mapping, and will have to be done over a series of years, possibly 15 to 20 or more. Personnel will have to be trained, and it is strongly recommended that the over-all co-ordination of this work and the production of maps and reports must be under the control of an experienced and able organization such as the Geological Survey of Canada.

An estimate of the costs of conducting such a geological survey in the province of Saskatchewan is contained in the following summary:

## SUMMARY OF COSTS—GEOLOGICAL MAPPING

1. Northern Saskatchewan—60° to 54° lat. 28 quadrangles, 1 degree by 1 degree, scale 4 miles to 1 inch.....	\$280,000
2. Northern Saskatchewan—12 minute to 15 minute quadrangles, scale 1 inch to one mile or less. Twenty such quadrangles...	190,000
3. Southern Saskatchewan—54° to 49° 15 quadrangles, 1 degree by 1 degree .....	217,500*
4. Detailed work in special areas.....	50,000
Total.....	<u>\$737,500</u>

\* This mapping would require bore hole drilling for geological information.

Before closing this section some attention should be given to the mineral resources of the province. For the fiscal year ending April 30, 1943, the mines of Saskatchewan produced an all-time high value of minerals amounting to almost \$21,000,000.



Much remains to be done in the survey field as to mineral potentialities in the province, as well as extensive investigation into the utilization and development of these resources in our largely undeveloped northlands.

The following is a list of the mineral potentialities of Saskatchewan, indicating further investigations that must be undertaken:

1. *Oil and gas*—Extensive searches are being conducted by various oil companies in an effort to find productive oil or gas fields. The Department of Geology at the University of Saskatchewan is aiding by analyzing well samples.

2. *Production of Liquid fuels from coal and gas*—The possibilities of using Saskatchewan coal deposits for the production of gasoline, diesel fuel and other liquid fuels needs thorough investigation. Tar sands at Ile a la Crosse are similar to the McMurray bituminous sands of Alberta and consequently the utilization of the Alberta bituminous sands should be watched with interest.

3. *Coal*—The lignite coal deposits in the south-eastern section of the province form one of our most valuable resources. Field work in the mapping of these coal areas is necessary and there is undoubtedly considerable information obtainable. The potentialities of the coal deposits for briquetting plants, similar to the one now at Bienfait should also be investigated as well as the possibilities of plastics and other by-products.

4. *Aluminum Bearing Clays*—Investigations are now being conducted in the United States to ascertain the possibilities of extracting aluminum from these clays. Clays with an aluminum content of 32 per cent have been discovered in Saskatchewan and further investigation of possible bauxite deposits should be made.

5. *Clays of Ceramic Value*—Saskatchewan is rich in these clays and the red burning clays have been used for many years in the manufacture of building bricks and tile at Estevan, Bruno and other places. Saskatchewan's clay industries, however, suffer from lack of markets and from competition in Alberta where a more suitable source of fuel is available in the form of natural gas. Extended research programs of the uses and properties of Saskatchewan clays will need to be carried on.

6. *Sulphate Deposits*—Output of these salts shows a slight increase over that of the previous year, 130,650 tons as against 127,187 tons. Data on these deposits are probably adequate for present needs.

7. *Mineral Deposits in the Precambrian Area*—The mineral deposits of special interest are copper and gold and these to date have been found in a few areas of northern Saskatchewan. A third of the late Precambrian area (30,000 square miles) is underlain by the late Precambrian Athabaska sandstone. Sufficient exploration and prospecting has not been done to establish its possibilities. To date only two areas are in production, Flin Flon and Goldfields, and two or three others have received considerable prospecting attention. The most constructive approach to the problem is to complete the mapping and geological survey of potential areas to aid the prospector in confining his efforts to the most likely sections.

Here again, in the field of geological survey work, the shortage of trained personnel is acute. Because geological work was not considered essential for war purposes the number of graduates in this field has dropped markedly, and special attention will need to be given to the training of geologists.

It is also suggested that a technical high school could be started at Flin Flon where training and practical mining experience could be obtained by those who wish to become prospectors.

### *Municipal Works Projects*

Every municipality in Saskatchewan—cities, towns, villages and rural municipalities—was circularized with questionnaires requesting detailed information concerning proposed post-war works projects of a municipal nature. The

questionnaire asked for close estimates of costs; number of man days; if the municipality would be able to finance the projects by itself; or if low interest loans from either provincial or federal authority would make any difference in the number and extent of such projects.

*Cities*—The eight cities of Saskatchewan (communities with a population of 5,000 or more) replied by submitting briefs that showed evidence of careful and well-thought-out planning on the part of city engineers and other officials. In some instances the plans were already blue-printed, while in others a good deal of the blue-printing remains to be done.

On the whole it is evident that the municipalities are not in a position unaided to carry out the complete plans for the betterment of their communities. With one or two exceptions, some government assistance, usually in the form of low interest loans, was required to complete the program. Several intimated that they had funds of varying size set aside for certain of the projects outlined.

Among the large items on almost every city's list are the development of water and sewage lines, streets and sidewalks, light and power lines, parks, public buildings such as libraries and city halls, schools, hospitals and recreational facilities.

The total cost of these projects is estimated at \$26,069,712 of which \$10,522,601 will go for labour requiring 2,045,568 man days.

*Towns*—Definite information has been obtained from approximately 25 per cent of the 82 towns in the province. Taking these as a fair cross section, it is estimated that a \$1,747,867 public works program will be undertaken by the towns. A number of them stressed that federal or provincial financial assistance, in the form of low-interest loans, would be necessary for the successful carrying out of their program. Like the municipalities of other sizes, the towns are interested in the provision of water supplies, sidewalks, the erection of municipal buildings, recreation halls, schools, hospitals and road improvements.

The total labour cost for these works is estimated at \$786,540, providing 196,635 man days.

*Villages*—Of the 391 villages in the province of Saskatchewan, fairly definite information has been received from 162. On the basis of these replies it is estimated that a total of \$148,651 in works projects will be undertaken for all villages of the province.

The nature of the works to be undertaken by the villages included sidewalks (both lumber and concrete), water mains, sewer lines, fire protection equipment, road work (including gravelling), electric power, dugouts and dams, construction and remodelling of town hall and municipal buildings, and recreation halls.

Only six of the villages intimated that they would undertake additional projects if money at low rates of interest were available. These additional projects amounted to \$75,850 and included a hospital in the village of Turtleford in the northwest corner of the settled portion of the province.

*Rural Municipalities*—Information obtained from the rural municipalities indicates that in the first two years after the war public works will be undertaken as follows:

(a) Roads, bridges, culverts, etc.....	\$2,400,000
(b) Buildings and other projects.....	72,000
Total.....	\$2,472,000
Machinery required.....	\$ 640,000

Attention should be called to the fact that there are many splendid buildings as well as other installations in the province, presently used by the R.C.A.F. which it is not anticipated will be required for that purpose after the war. In almost every case these installations, including power transmission lines, could be put to an economic use in the neighbouring community. It is urged that definite attention be given to this matter.

### *Railway Extensions*

Transportation and means of getting primary products to market looms large in the life of a province such as Saskatchewan where the distances are great, the population scattered and the livelihood of the people dependent upon quick and reasonably cheap transportation of farm produce to markets.

A careful scrutiny of any railroad map of Saskatchewan soon indicates that there are many small gaps in the network of railroads that cover the settled portion of the province and these gaps in many instances work great hardship on the people of the particular district. The total cost of closing all such gaps would not be great, but would mean in many instances the difference between a reasonable standard of living and poverty for the people; the difference between easy accessibility to doctor and hospital which often means a matter of life or death.

The following is a listing of the extensions that are necessary in the two railroad systems:

	Approximate distance, miles
<i>Canadian National Railways</i>	
1. From Willow Bunch to Pickthall.....	18
2. Continuation of Medstead-Speers line to Borden, Radisson or Fielding.....	12-15
3. Arborfield railway line to connect up with Carrot River and Pas line.....	75*
4. Main Centre south to C.N.R. line leading to Swift Current.....	15
Total.....	120-123
<i>Canadian Pacific Railways</i>	
1. Verlo to Golden Prairie or Fox Valley.....	45
2. Stewart Valley to Matador.....	15
3. Simmie to Shaunavon.....	30
4. Val Marie to Mankota.....	37
5. Nipawin to Gronlid.....	17
6. From Gronlid or Carrot River to Le Pas.....	150
7. Killdeer to Orpheim, Montana.....	20
8. East Poplar to Seoby, Montana.....	20
Total.....	334

\* Approximately.

These tabulations do not include one of the most urgently needed railway extensions in the province for the reason that detailed information as to mileage and possible location is not at hand. In the area west of Meadow Lake and north of St. Walburg settlement extends north to the Waterhen river. Residents of this district, 50 and 60 or more miles from railway, operate under a handicap that makes success almost impossible. An extension of Canadian National Railways from Bonneyville, Alberta to St. Walburg (approximately 100 miles in Saskatchewan), as originally planned would materially improve the situation but more detailed information is required before advancing definite proposals regarding other extensions which may also be necessary to serve this area. Given railway service, cultivation and production in this section would be greatly increased.

In addition to these line extensions, the city of Saskatoon has pointed out that a grade separation within the city, where both the C.N.R. and the C.P.R. lines intersect a fairly busy throughfare is desirable.

The city of Regina is anxious to have a reduction in the number of rail lines leading into the city, which will also cut out a number of level crossings over busy streets. For the same reason the city of Yorkton has urged the establishment of a union depot in that community, which would eliminate a level crossing over their main street, at which place several fatal accidents have occurred.



Other centres requesting union stations are North Battleford and Melfort. Prince Albert is anxious to have railway terminal facilities, already begun by the C.N.R., completed.

In anticipation of a rapid development of air transit after the war it would seem advisable that early attention should be given to the establishment of airfields not only in the larger centres but in the smaller places from which feeder lines will operate. In this connection a survey of the northern lakes with reference to landing facilities is highly desirable.

*By Mr. Black:*

Q. You do not make any specific recommendations for an enlargement of the air surveys?—A. Not definitely, no, sir.

Q. That would be the only possible transportation that many in the northern sections of the province can hope for.—A. Air transportation. It is a very great advantage to them compared with the method of transportation, of course, that they had to follow by canoe and in the winter time by tractors and things of that sort, and it makes possible the development that was quite impossible under the previous forms of transportation that were used in that country.

#### IV. AGRICULTURE:

In Saskatchewan our greatest resource is the land. A proper program of land utilization can best be determined if we have complete knowledge of the soils. This is basic to any future settlement scheme. The Soils Department of the University of Saskatchewan has made extensive surveys and in co-operation with the Economics Branch of the Dominion Department of Agriculture has prepared a general picture of land classification. Detailed surveys have been conducted in seventy-four rural municipalities. A continuation of this program to cover the whole province is necessary if we are to completely rectify the errors of early settlement and to avoid mistakes in the future.

The total area of Saskatchewan is 161 million acres of which 9,000,000 acres are under water. Of the area presently settled 33.5 million acres are arable of which 31,000,000 acres are cultivated. In the Precambrian shield, which includes most of the water surface, there are 72.5 million acres. The soils are divided into four zones, brown, dark brown, black and gray.

*By Mr. Black:*

Q. How do you classify the acreage to be arable, 6,000,000 out of 20,000,000 acres? Is it a similar general type of soil—a brown soil, for instance; what is the basis of the classification?—A. Well, it would be the topography that is in the southwestern part of the province, and much of it is rolling.

Q. Would it have the same natural facility?—A. No, some of it is not fertile, and the test would really be the extent to which a man could make a living on it by cultivating it. If the soil is of a poor character and difficult to produce in then it is not considered arable, of course.

In the brown soil zone, the true prairie, there are 20 million acres of which 6 million acres are arable. It is in this zone that we have the large grazing areas of Saskatchewan and in this area it will be possible to develop extensive irrigation projects. In this zone a survey of 1,135,000 acres of vacant and abandoned land indicates that by developing water facilities and regrassing this area could produce millions of pounds of beef every year. This program would cost \$1,200,000, and provide 400,000 man-hours of work.

In the dark brown soil zone we have approximately 18.5 million acres of land of which 12 million acres are arable. It is in this zone that we have our best wheat lands and this area is fully settled. There is also the possibility of some irrigation development in this zone.

The black soil zone has some 19 million acres of which 12,500,000 are arable. In this area we have our major development of mixed farming and it is seldom that we have a crop failure due to lack of moisture.

I shall put into the record a small map showing the soil zones for Saskatchewan with a legend for the map.



### SOIL ZONES FOR SASKATCHEWAN

#### LEGEND FOR MAP

1. Brown soils—short grass prairie region.
  2. Dark brown soils—intermediate prairie region.
  - 2a. Chiefly dark brown with some brown and black soils—vertical zonation on Cypress Hills plateau.
  3. Black soils—tall grass "park" region.
  4. Transition soils—mixed black, degraded black, and gray soils—wooded and park region.
  5. Gray soils—wooded region.
  6. Gray soils and rock outcrops—wooded region of pre-Cambrian Shield.
- ▲ Experimental farms and stations.

The division of soils into zones is based on broad general differences. The soils reflect in a broad way climatic influences. The vegetation of each soil zone also reflects difference in climate, and is interrelated with the nature of the soil. It should be noted that boundaries between zones are seldom distinct because of the generally gradual transition from one zone to the next.

Livestock is an important part of the farming program. One of the problems is limitation of water supplies. A continuation of the activities of

P.F.R.A. in water conservation and pasture development is an essential part of a successful agricultural program.

In the north of the province and extending to the Precambrian shield we have the gray wooded soil zone. There are 31 million acres of which 3 million acres are estimated as suitable for cultivation and which is at present only partially settled. Any extension of settlement would necessitate governmental assistance in clearing and otherwise preparing the land so that the settler might have a reasonable opportunity of becoming self-sustaining. Transportation and social services would have to be part of any settlement program.

Agriculture is the main industry of Saskatchewan. When studying agriculture in relation to the primary industries of forestry, fisheries, trapping and mining, we find from the statistical record that in the period 1925 to 1939 the total net value of production was \$2,590,000,000 of which \$2,473,000,000 or 95.5 per cent was from agriculture.

If we take into consideration the net value of returns from both the primary and secondary industries, including electric power, construction, custom and repair, and manufacturing, the net value of production in this period was \$3,043,000,000 of which agriculture produced 81.27 per cent. It is, therefore, apparent that the maintenance of the stability of agriculture merits first consideration in Saskatchewan.

The production of agriculture is based on a wheat economy. The estimated gross income from the sale of farm products from 1920 to 1943 was \$4,300,000,000 of which \$3,006,000,000, or 69.91 per cent, was from wheat. Our climatic conditions, along with new improved varieties of wheat, permits of Saskatchewan producing some of the highest quality wheat in the world.

Extreme variation in the amount of annual as well as seasonal precipitation leads to wide fluctuation in crop production. In 1937 the total production of wheat was 36,000,000 bushels with an average yield of 2.7 bushels per acre, while in 1928 the production was 321,000,000 bushels and an average yield of 27.1 bushels per acre. However, fluctuation in yields is not the only problem to be borne by the farmer. Prices reached a disastrously low level during the 30's. In addition there are the hazards of hail, rust and the ravages of insect pests. Thus if agriculture is to be stabilized so that the farmer may have a reasonable security of income, it is essential that a floor price policy for farm crops be assured on a reasonable parity with other commodities.

We wish to congratulate the dominion government on the operation of the Prairie Farm Assistance Act which has made it possible to cushion the farmer of Saskatchewan against some of the dangers of crop failure. We believe that the operations of this Act should be extended and made more flexible so as to cover all crop losses and more consideration should be given to individual cases. A further study is being made of this Act in the hope that recommendations can be offered which will make it possible for the farmer to become more secure. Studies are also being conducted in the realm of crop insurance but until such time as a definite proposal can be presented we believe that the Prairie Farm Assistance Act should continue to function.

The climate of a large area of Saskatchewan is such that the crops produced must be those which will give a maximum yield with a minimum of moisture. It has been thoroughly demonstrated, both experimentally and under actual farm production, that wheat and grass crops are most suitable to the open prairie. We have shown that Saskatchewan agriculture is based on a wheat economy and in large areas will continue to be so. As the consumption in Canada of this commodity does not begin to take care of the total production it is apparent that a large proportion of the crop must be disposed of on the export market.



One feature of outstanding importance for any exported commodity is quality and Saskatchewan produces high quality wheat. While the best utilization of the farm lands in Saskatchewan will make it possible for our farmers to greatly increase production of livestock and livestock products, yet in a great portion of the province wheat will continue to be the main crop. The large quantity produced over the years indicates that the free flow of this commodity to export markets is essential for the stability of agriculture. This is a problem of national import and it would appear that a program of absolute free trade is one which would be of very great advantage to the farmer of Saskatchewan.

In the sale of any product the cost of reaching the market is very important. A large factor in placing Saskatchewan wheat on the ultimate market is transportation. A considerable portion of this transportation cost is the long rail haul to tidewater. This haul would be greatly reduced by a full use of the facilities presently established on the Hudson's Bay. We, therefore, suggest that as a postwar program the present facilities at Churchill be enlarged and that railway programs be developed to permit of Saskatchewan farmers having a greater use of this short rail and water route to world markets.

We wish to take this opportunity of endorsing the program under the Prairie Farm Rehabilitation Act as submitted to your committee by the director, Mr. George Spence. Under the activities of this organization in Saskatchewan, sixty-three community pastures have been established enclosing 1,182,000 acres. Requests have been received from seventy-three rural municipalities for investigation and survey of 1,573,840 acres of land for future community pasture development. In this work the P.F.R.A. has received and will receive the full co-operation of the Saskatchewan Land Utilization Board and the University of Saskatchewan.

The water conservation program of dugouts, stock watering dams and small irrigation projects has been taken advantage of by thousands of farmers in Saskatchewan but there is still a considerable area where this type of development could be carried on to provide security for livestock and food production for the farmer. We believe the activities of the P.F.R.A. should be available to all the farming areas of Saskatchewan and indeed to all of Canada.

The large water development program presented by Mr. Spence envisaged irrigation systems for all the prairie provinces. We are particularly interested in an irrigation proposal to use the waters of the South Saskatchewan river by the construction of a dam north of the City of Swift Current. This dam would provide a reservoir of one million acre feet capacity and would irrigate by gravity almost one million acres of land in Saskatchewan.

If this project is feasible it has the advantage of providing a body of water adjoining the land to be irrigated thereby eliminating a long canal system. A preliminary survey of the land now being made indicates that 60 per cent of it has ideal soil and topography for irrigation. This project would provide for a farm settlement of 9,000 families. In addition there would be a large increase in the urban population necessary to provide service for the settlers and to operate the industrial and processing plants that would be required on such a large irrigation project. We would ask that this whole scheme be thoroughly investigated at the earliest possible moment from an engineering as well as an agricultural viewpoint so as to determine its feasibility.

Preliminary reports on the proposed project indicate that it would be possible to develop a very considerable amount of hydro-electric power which would be available for a rural electrification program and for use by industry.

The greatest irrigation development possible in Saskatchewan should be a feature of any post-war program. You are familiar with the enormous relief program that was necessary in Saskatchewan due to drouth. The development of irrigation projects would provide the farmers in a large portion of the

semi-arid areas of Saskatchewan with a security which they do not now possess. It would be possible to diversify our agriculture by the production of specialized crops and increased livestock thus eliminating some of the hazards at present confronting our farmers.

The use of farm crops for industrial purposes has had wide discussion. Considerable interest has been aroused in the production of glycol, alcohol, and rubber from wheat. The high quality of a large percentage of the wheat raised in Saskatchewan indicates that it should be used for human consumption. However, our low quality wheat may be profitably used for industrial purposes and a study is being undertaken as to methods of conversion and costs.

The establishment of industrial plants for the processing of flax and sunflower seeds should be undertaken in Saskatchewan. This would provide a balance to our agriculture as feeds would be available for live stock from the by-products of manufacture.

We already have processing plants for live stock and live-stock products in the way of creameries and abattoirs. We believe it may be possible to profitably increase the number of these and considerable study is being undertaken in this direction. A problem affecting industrial development is freight rates and this matter is receiving further consideration.

The security of the farmer is greatly enhanced when he has access to the latest information on the business of farming. The very excellent work of the school of agriculture at the University of Saskatchewan emphasizes the necessity for other such schools throughout the province so that practical agricultural education can be given to the boys and girls who plan to make farming their vocation. We believe that there should be four agricultural schools for boys and girls and that these schools could best serve the people of Saskatchewan by being located adjacent to the dominion experimental stations. Further schools could be constructed as the need is demonstrated.

The taking of information to the farmer has been an activity of the District Agriculturist under the provincial Department of Agriculture. At present there are 22 of these and we believe that this number should be doubled. After the war it will be increasingly necessary to disseminate agricultural advice and guidance especially to soldier settlers and we believe this can best be accomplished through an extension of this service.

Agricultural research has aided the farmer in solving many of his problems. There are still many more to be solved. We therefore believe that research should be greatly expanded. Saskatchewan is one of the great food producing areas of the world. In view of this, a western agricultural research program should be primarily directed to food production which would include processing of foods as well as industrial utilization of farm products and by-products.

All phases of western agriculture should be studied and new products and techniques developed if Canada is successfully to compete for world markets. To carry on this program which is basic to agriculture we believe that a western research laboratory should be established in Saskatchewan to serve the farmers of the prairie provinces.

Even at the risk of repetition I wish again to emphasize the fact that agriculture is of first and paramount importance in Saskatchewan. Any successful plans for the future must be contingent upon and related to the establishment of agriculture on a secure and profitable basis. To secure this we will require:

- Markets at remunerative prices (with stabilized floor prices);
- Insurance against the hazards of nature;
- Soil conservation and utilization.

Details of these topics have been referred to in this submission but I repeat and restate them here to emphasize their importance and how necessary they are for the future well-being not only of the farmers but of the entire population of our province.

Since this was prepared, I notice that no reference has been made to farm credits. Long-term credits are now available through the Canadian Farm Loan Board, but there is need for some form of intermediate term credit to finance the purchase of live stock, machinery and equipment.

## V. INDUSTRY

Saskatchewan, from the point of view of industrial development is in a poorer position than any other province in the dominion of Canada, with the possible exception of Prince Edward Island. Despite the fact that we had (in 1939) 8.39% of the population, we had only 2.09% of Canadian industrial production.

This places Saskatchewan citizens in the position of having an overwhelming dependency upon primary industries and of trying to gain their livelihood under many handicaps under which their more fortunate fellow citizens of the more highly industrialized provinces do not labor.

The position of Saskatchewan in this respect is shown very clearly in the following table, the figures all being for the year 1939, which is the last year for which complete figures are available.

Province	Net value of production for secondary industries	% of Canadian production	% of population (1939)
Canada.....	\$1,570,634,020	100	100
Prince Edward Island.....	2,620,136	.17	.84
Nova Scotia.....	45,575,573	2.90	4.90
New Brunswick.....	30,396,054	1.93	3.99
Quebec.....	514,551,773	32.76	28.37
Ontario.....	740,960,949	47.18	33.16
Manitoba.....	64,211,905	4.09	6.43
Saskatchewan.....	32,801,863	2.09	8.39
Alberta.....	47,813,334	3.04	6.97
British Columbia.....	91,702,433	5.84	6.84

During the first two years of war, the difference between eastern Canada and Saskatchewan in the industrial development field was further accentuated. Gross value figures for manufacturing during this two-year period indicate an increase of 58.32% for Saskatchewan, compared with an increase of 78.83% for Ontario, 76.05% for Quebec and 66.52% for British Columbia.

It would be pointless to enter into a discussion of the causes of the centralization of secondary industry in eastern Canada. It will suffice to say that having become entrenched in this particular area the tendency of industrialists has been to discourage competition in other areas and that the freight rate structure has facilitated their efforts in this regard. I have no doubt that this matter is receiving the attention of your committee, Mr. Chairman.

We wish to commend the dominion government for setting up the industrial development bank, as it will undoubtedly aid greatly in the development of industries in Saskatchewan and the other prairie provinces. The decentralization of industry to provide for its equitable distribution across the country, and to provide for the distribution of capital expenditure and capital distribution likewise will do much to guarantee a good standard of living and a more stable economy for the entire nation.

## VI. RURAL ELECTRIFICATION

The Saskatchewan Power Commission system serves 45,000 customers in some 140 towns and villages which are reached by 1,560 miles of transmission lines, which is more than half the distribution in Saskatchewan. Detailed plans have been prepared for a system of lines to cover the province and connect some of the isolated generating plants operated by the commission.

The Power Commission was handicapped by the depression period of the 30's in not being able to obtain low interest money for capital expenditure. With



a return of easier credit the commission will be able to provide greater service for both urban and rural residents in Saskatchewan. Ultimate plans call for a complete coverage of the province either by the commission or in conjunction with certain companies which are at present operating with success.

The use of electric power by the rural and urban dweller is a factor in assuring a better way of life for a people and of providing for industrial development.

Approximately one-third of the population of Saskatchewan have electric service, some from major transmission lines and others from local plants where only part-time service is provided. In small urban centres there are 35,000 people who should have service from major transmission lines. This could be provided over a six-year period at an estimated cost of \$3,400,000. A necessary part of this development would be that it be financed by low interest money.

Of the present power generated in Saskatchewan, 75% is consumed by the four large cities. This is of primary importance in considering any power development program.

One of the future sources of supply is hydro. A survey conducted for the government of Saskatchewan by eminent engineers some years ago recommended the construction of a dam on the Saskatchewan river at Fort à la Corne. The estimated cost was \$19,000,000 including dam and power plant, transmission lines and substations. This project would require low interest loans and would be self-liquidating. In the light of information already in our possession, we urge that P.F.R.A. engineers complete their investigation of the South Saskatchewan immediately.

The expansion of farm electrification is inter-dependent with urban consumption of power and visualizes the construction of hydro electric plants and/or utilization of the coal fields of southern Saskatchewan.

The organizations now distributing power in Saskatchewan serve some 300 farms but the existing facilities could provide service for approximately 2,000 farms. An extension of the electric services to the rural population is an essential part of any program to provide some of the comforts and conveniences of life to the farm population.

About 13,000 of our farmers have a modified electric power service in the form of wind chargers. It is interesting to note that when power is available from transmission lines from major plants that these present users are the first to avail themselves of this service.

With the rural population being so widely scattered it is estimated that it would cost approximately \$1,000 per customer to provide electric service. This could only be done by the use of low-interest money for construction and distribution and with a subsidy for operation. This is a problem of very real importance to post-war agriculture and it is receiving further study. In the opinion of the Saskatchewan government the provision of electrical service for the farming population of the province is a definite part of reconstruction policy.

## VII. HOUSING

The over-crowding in cities and other centres near army and air force camps has centred attention on housing conditions all across Canada, and shown the necessity of an extensive home building and home renovation program. Saskatchewan, particularly in the rural areas, has a backlog of needed building and repair work that dates back to the beginning of the drought and depression period some 15 years ago.

A survey made in 19 areas in the province by the Economics division of the federal Department of Agriculture and the Department of Farm Management of the university indicated over 30 per cent of rural houses in poor condition, approximately 60 per cent fair and less than 10 per cent good.

Those who conducted the survey estimate that at least 50 per cent of the houses in poor condition should be replaced by more adequate and suitably constructed dwellings, and the remainder need about half the replacement cost to put them into proper condition. Farm homes in "fair" repair would need from 10 to 20 per cent of the present value spent on repairs to put them into satisfactory livable condition. This refers to the house only, giving no indication of the state of the equipment of the house.

The urban centres can report somewhat better conditions, on the whole, than the rural areas. In both Saskatoon and Regina reports show that there is distinct overcrowding indicating a clear need for low cost housing.

The following table shows the amount of repair work needed on urban dwellings throughout the province:—

Type of community population	Total number occupied dwellings	% Dwellings needing external repairs
1-1,000.....	27,614	32
1,000-4,999.....	9,608	31
5,000-14,999.....	6,256	30
15,000-29,999.....	4,887	32
Over 30,000.....	23,335	20
	71,700	28%

With regard to sanitary features, the high cost of plumbing supplies in Saskatchewan, highest in the dominion, have helped bring about a situation where Regina and Saskatoon, our two main cities, have the poorest conditions in this respect in the dominion. The Canadian average for cities over 30,000 shows 97 per cent with running water, whereas Regina has only 84.1 per cent and Saskatoon only 75.6 per cent.

The Reconstruction Council is considering all aspects of possible housing plans in great detail and it is expected that definite recommendations will be made when it presents its report. It is evident, however, that dominion co-operation in financing any housing project, either urban or rural, will be necessary.

The Saskatchewan government is preparing to take definite steps to assist rural and small urban municipalities in an advisory capacity with regard to town planning and architecture as well as in construction and modernization of dwellings. It is also determined that improved housing accommodation for the people of Saskatchewan will be a part of the reconstruction program.

### VIII. SOCIAL SERVICES

The province of Saskatchewan is anxious to provide the fullest social services for its citizens and to co-operate in any dominion scheme that will serve to raise the living standards of the people of this country. This is evidenced by the fact that Saskatchewan has always been one of the first provinces to participate in any dominion-provincial scheme inaugurated such as old age pensions or the Dominion-Provincial Youth Training Plan.

We are prepared to extend the social services such as family allowances, mothers' allowances, old age pensions, pensions for the blind, maternity grants, child welfare, public welfare, workmen's compensation, nutrition, physical fitness, etc., to the full extent of our financial ability. It is no doubt desirable that a high national standard of social services should be inaugurated and maintained and that each province should be in a position to maintain its services up to this national standard. This will mean that in sections such as Saskatchewan which receive an inequitable share of the national income on a per capita basis, an adjustment of dominion-provincial fiscal relations will become imperative. We favour investigation of, and, if feasible the establishment of a system of contributory old age pensions.

For example, to inaugurate the Marsh social security plan would take 12.5 per cent of the national income, estimated for purposes of calculation at

\$8,000,000,000. Authorities in other countries such as New Zealand, Great Britain and the United States agree that 12·5 per cent of the national income is the maximum that can be economically spent on social security. However, taking the expenditures on a per capita basis, and assuming that the entire cost is to be borne by the provinces, it would mean that 18·27 per cent of Saskatchewan's total income would have to be spent on social security to maintain these services up to the national level. These figures are based on the 1942 distribution of income, and the 1941 census figures.

The following table shows clearly the comparative position of the different provinces on a per capita basis:—

SOCIAL SECURITY TABLE—1942 INCOME DISTRIBUTION

Province	Provincial income corrected to eight billion national income figure	Social security costs on per capita basis	Per cent Social security costs are of provincial income
Dominion .....	\$8,000,000,000	\$1,000,000,000	12·5
Saskatchewan .....	426,954,000	78,000,000	18·27
Quebec .....	2,019,700,000	289,561,300	14·34
Ontario .....	3,331,531,000	329,170,810	9·88
Manitoba .....	466,259,000	63,419,290	13·60
Prince Edward Island .....	40,498,149	8,260,170	20·40
Nova Scotia .....	315,832,550	50,228,490	15·90
New Brunswick .....	221,030,390	39,750,990	17·98
Alberta .....	492,494,410	69,192,040	14·05
British Columbia .....	705,598,580	71,077,210	10·07

Saskatchewan is prepared to co-operate to the fullest with the dominion in the inauguration of the proposed health insurance scheme. This is evidenced by the fact that the legislature has already passed enabling legislation at the session just concluded.

When the dominion legislation is passed Saskatchewan wishes to be in a position to take full advantage of it, having established over a long term free tuberculosis treatment, free venereal disease treatment, free cancer treatment (starting May 1, 1944), and adequate medical facilities for the treatment of the mentally ill. We are particularly proud of our record in the matter of the treatment of tuberculosis, having established a record of having the lowest death rate from this disease in the world.

It should be pointed out again, however, that it will only be with a definite adjustment of dominion-provincial fiscal relations that Saskatchewan will be in a position to support the health insurance plan without placing a dangerous strain on provincial finances.

A great deal must be done to make hospital facilities throughout the province adequate. In the course of the Reconstruction Council's hearings, at almost every centre the inadequacy of hospital accommodation in the different small urban centres was stressed and present facilities are overcrowded generally. The council is making a careful study of hospital facilities and conditions throughout the province and will be in a position to report fully on this matter at a later date.

It has been emphasized again and again that an educational system is only as good as the teachers it provides, and if the best teachers are to be retained within the profession they must be paid adequately. Saskatchewan's teachers have made great sacrifices for the past 15 years, since the beginning of the drought and depression period, remaining in country schools where the plant and equipment were in a state of bad repair and salaries definitely inadequate.

Although the situation is somewhat improved, the salary level is still definitely below the median of \$1,321 per year set by the Canada and Newfoundland Educational Association. It is submitted that this situation ought not to continue. Here again dominion assistance or an adjustment of dominion-provincial fiscal relations would facilitate the solution of this problem.



## IX. CONCLUSION

I have attempted, Mr. Chairman, to give to you and your committee a general picture of the economy of the province and a statement of some of the more pressing needs of the people and I have done so in the belief that the satisfaction of those needs will form a part of our reconstruction program. I now come to a final point, however, which I consider of paramount importance and I have attempted to put it briefly.

It seems to me and to the members of my Government that the situation in Canada being what it is we must anticipate that the federal form of Government will be continued. I have no quarrel whatever with this and I am prepared to admit that the factors which made a unitary state impossible in 1867 are perhaps equally operative to-day. But while we accept the federal system and are prepared to do our utmost in co-operation with the other provinces and with the governmental agencies of the dominion to make of Canada a great and progressive nation, nevertheless we cannot shut our eyes to the difficulties of divided jurisdiction; nor can we ignore the fact that these difficulties have been intensified by jurisdictional uncertainties, outmoded constitutional provisions and an unequal regional development which has left some provinces of Canada in a position of marked fiscal inequality.

Mr. Chairman, we in Saskatchewan believe that for the so-called reconstruction period we must have for an objective an economy which will offer to everyone who may be reasonably expected to work an opportunity for productive labor with a reward which when coupled with such social services as are provided will enable him and his dependents to enjoy a standard of living such as our resources reasonably warrant. For the aged or incapacitated special services must be provided and against the accident of unemployment there must be provided an adequate insurance. We have little doubt that the economy of Canada will support a taxation policy to defray the necessary expenditures involved.

We believe this ideal is quite possible of achievement but we fear it will not be achieved unless there is evolved an improvement in dominion-provincial relations so as to permit of more effective co-operation among the governmental agencies of Canada. We suggest that this is the most serious problem facing the country on the eve of what has come to be called the reconstruction period, if anything like the objective I have just mentioned is to be achieved without a regimentation of people's lives such as we do not wish to tolerate.

It would, I think, be unwise that we should at this time discuss necessary changes in our constitution but I shall merely state that in my opinion the matter of labor legislation is one that calls for consideration and certainly the fiscal position of the provinces is one which calls for early adjustment. So far as Saskatchewan is concerned the same position is taken as we took before the Royal Commission on dominion-provincial relations in 1937 and which was recognized as being sound in substance in the report of that commission now referred to as the Sirois Report.

I suggest, therefore, that the matter of most paramount importance is that the provinces and the dominion should really get together in the forthcoming dominion-provincial conference. Certainly a united effort is required if a federal system is to be made workable and effective.

Although we may anticipate that vast sums of federal moneys will be expended over the immediate post-war years, and quite properly so in rehabilitating certain features of the life of Canada and laying the foundations of a long-term reconstruction plan, yet this spending will not be an ultimate solution. We must not forget that Canada is a federation and that heavy constitutional obligations must be envisaged as remaining on the provinces. Unless fiscal arrangements are such that they are in a position to discharge those obligations there will be inevitable trouble ahead.

Mr. Chairman, we in Saskatchewan have gone through trying times. In the words of the Sirois Report "The people of Saskatchewan have suffered a reduction in income during the last decade which has probably been unparalleled in any other civilized country." But the people are just as stout-hearted now as they were then and are prepared to put their best efforts into reconstruction. I am optimistic that if provincial finances are adjusted our government and people will be able to undertake a developmental program and expand services in such a manner that, with the co-operation of the rest of Canada, the ideal I have put forward will become a reality. In expressing this hope I am of course anticipating that we will enjoy a stable and peaceful world society.

The CHAIRMAN: Mr. Premier, the House of Commons' Committee now has the views of yourself and your government and officials on the question of reconstruction as it affects Saskatchewan particularly; and Canada, of which Saskatchewan is a part.

The meeting is now open to questions. I suppose I need not say that there should be no hesitation about asking the premier of a province questions.

Mr. MACNICOL: Mr. Chairman, I have some questions to ask based on a sincere desire to ensure the rehabilitation of that great central province but I would hesitate to ask any at the moment until some of the other members of the committee have asked their questions. When I commence I should like to continue until I finish. However, I am really determined to do all that I can to assist in the re-establishment of that great province, because as an easterner I know that its re-establishment will not only re-establish the provincial economy itself but will help maintain Canadian economy generally. I have a great deal I would like to take up with this delegation. As you know, I have given most extensive study to this particular problem, and there are a number of things which I should like to take up in detail with these gentlemen. For that reason I prefer to defer asking my questions until the other members of the committee are taken care of.

Mr. BENCE: The most important thing in the whole brief is the suggestion made with respect to a floor price for farm crops. After all, it is a matter which affects the provincial income, and I would like to have discussed a little further the things he referred to in that respect. I would like to know what attitude the premier takes in connection with the matter of floor prices and the general policy related thereto; and I am wondering if he would give us an indication as to how he thinks it might be worked out. Take for example a specific thing like wheat, a commodity produced more largely in our province than in any of the others. How would he go about establishing a floor price for wheat? Would he amongst other things have the floor price cover all wheat that could be produced in the province; or, would he have it confined to just that which we could export and use in this country; or, what ideas generally has he on the subject. This matter is very important and it will eventually be coming up before the House of Commons, according to present plans.

Hon. Mr. PATTERSON: Mr. Chairman, I think the members of the committee are aware that Dean Cronkite, who is with me, is chairman of our reconstruction council. I think maybe I will ask him to deal with that subject; if you do not mind, Mr. Chairman.

The CHAIRMAN: Not at all, Mr. Premier.

Dean CRONKITE: Mr. Chairman—in answer to the question asked by Mr. Bence I might say that the council of which I am chairman has been giving a good deal of attention to that and has been getting economic advice. Now, without going into details I think I can say this; that the price should be on a reasonable parity with other commodities; and, according to the best advice

we can get, the only other collateral control that would be necessary would be a quota system, both for wheat and other agricultural commodities. That is, I think it is obvious that some collateral control to a price floor is necessary; according to the best advice we have, the chief control would be through quotas. That is the general answer, and perhaps it is as far as Mr. Bence would like me to go into the question at the present time.

Mr. BENCE: No, what I was concerned about was the long range economic point of view; as to whether or not a floor price should be made available for all that the farmers could produce, or just that which could be sold. That is the thing that concerns me more than anything else.

Dean CRONKITE: I think it is obvious, sir, that that is a matter of control; and then other controls would need to be imposed so that production might be so geared that huge surpluses which could not be handled could be avoided; that is why the economic advice we have taken suggests the quotas along with it. That would have to be developed however along with another careful program of land utilization so as gradually to take out of operation sub-marginal lands. We do not want any volume of land which is economically unproductive. That is another collateral control.

Mr. BENCE: Yes, and one that is very important.

Dean CRONKITE: I think it is most important.

Mr. EVANS: Mr. Chairman, I am not a member of this committee, but I wonder if I might be given the privilege of asking a question?

The CHAIRMAN: Gentlemen, Mr. Evans, who is not a member of this committee, requests the privilege of asking a question; shall the privilege be granted?

Some hon. MEMBERS: Agreed.

Mr. EVANS: Is any consideration being given to the zoning of the province in connection with the production of various agricultural commodities?

Dean CRONKITE: No, except this; that we have zoned the province, it has been marked off for particular experiments; an intensive study is being made, and information will be available to the government and the Reconstruction Council very shortly. Aside from that, I do not think so.

Mr. BENCE: On page 31 of the brief reference is made to the proportionate increase in industrial development with respect to the provinces. The figures contained there are only for the first two years of the war. I wonder if you have any means available to indicate whether or not that proportion has increased during the last two and one-half years as far as Saskatchewan is concerned?

Dean CRONKITE: We could not get any figures to prove it one way or another, that is any authentic figures. Of course, we had some newspaper figures indicating both ways, but these were dominion bureau figures which we take to be authentic up to 1941, but we do not dare to depend on them one way or another. I doubt very much if the change has been very marked one way or another since that. Probably it is the same general trend. That is the informal conclusion.

Mr. BENCE: The reason I asked that question is that a statement was made the other day by the Hon. Mr. Howe in the House of Commons with which I disagreed, but I did not have the figures available at the time to dispute the statement, which was that Saskatchewan had improved industrially to a larger percentage than any other province in the dominion.

Dean CRONKITE: I may say that was the information I referred to a moment ago, and we have other figures from the newspapers which prove the opposite. We have no official figures to prove one way or another. However, I am convinced that up until 1941 these figures are accurate.

The CHAIRMAN: Are there any further questions?



Mr. CASTLEDEN: Do you think the surplus of foodstuffs is going to be a difficulty in the next five or six years?

Dean CRONKITE: Mr. Chairman, from the information the Reconstruction Council has the indications are that so far as cereal surpluses go the opposite situation may be true, long before that period of years which Mr. Castleden has mentioned.

Mr. CASTLEDEN: Then, the matter of food surpluses will not be a difficult problem?

Dean CRONKITE: No; but looking back to a few years ago you could not let the present anticipated situation be typical. I think quotas or some other element of control will have to be utilized to guard against tragedies; but I myself have been convinced by the figures that are presented and by the analyses made that the present surplus about which we have been so worried during the past few years may very well disappear. Of course, it is only a prophecy but I think it is an intelligent prophecy.

Mr. CASTLEDEN: Do you agree that the problem that faces us now is going to be one of greater production? The question Mr. Bence asked was: What are you suggesting as a means of maintaining high prices for farm products? If you are going to go on a quota basis I do not think a quota basis is going to enter into the problem at all. I think we are going to require the maximum production that it is possible for us to maintain. The question was, how are you going to guarantee to these people that parity of prices for the maximum production? You know as well as I do that the disaster that hit the west was not so much a matter of production, although that was a serious factor in the drought years, it was the price problem. Now, what we are looking for is some solution to that problem which is going to face us with regard to prices even if we do get production. What is your suggestion as to our being able to guarantee to agriculturalists and those who produce basic products a parity price over a term of years?

DEAN CRONKITE: I may say, Mr. Chairman, that I doubt if most of the witnesses that we have examined would agree that so far as Saskatchewan is concerned the price was the greater factor in the tragedy of those two or three years. It was one. There were two great tragedies: price and non-production; but when we come right down to the stark seaminess of the situation the drought and crop failure probably did more to injure the morale of Saskatchewan than low prices. However, they both happened to come together.

Mr. CASTLEDEN: What is the solution of the difficulty? Probably the matter of irrigation will be dealt with by Mr. MacNicol, and that is one feature. The other solution is the one we are looking for. What is your suggestion with regard to establishing parity prices? Do you consider that the present marketing system of the Dominion of Canada has been at fault? Do you think our processes for selling our food raw to the world markets have been at fault? Or what suggestion have you with regard to the solution of this problem?

Hon. Mr. PATTERON: The question brings up a matter which is pretty much beyond the limits of provincial jurisdiction, but it would appear to us that perhaps the Dominion of Canada was not so much at fault as was the attitude taken by a great many countries who undertook to make themselves self-sufficient in so far as food production was concerned and thereby shut us out of their markets. Perhaps, to some extent we may have encouraged them in that by having tried to be somewhat self-sufficient ourselves. It is quite evident, it would seem, that the type and kind of food we produce should be needed immediately throughout the world, and there should be a market for very large quantities of it, provided that international relations and international trade is such that the food can be got to the people who need the food; and that,

as I say, raises a very wide and a very large question. However, we are hopeful that after this war the situation in that respect will be very much better than it was after the last war.

Mr. CASTLEDEN: You would not suggest that there is anything wrong with our present marketing system in Canada? You would not suggest, for instance, that the federal government might set up a purchasing board with a view to providing the farmer with a price for his commodities and also with an export board through which the federal government would control the export of these basic products? Now, in the days when we did have great production in Canada and when prices were very low for basic farm products we had a great deal of extreme want within our own country. That was not because of insufficient foreign markets; we did not even distribute to our own people adequately.

Hon. Mr. PATTERSON: No. If we were regarding the technique of marketing as being important, whether it is done through one channel or another, the thing that would be of importance and of interest to us would be that our products should be marketed most efficiently and most effectively to the fullest possible extent. Whether that could be done better by a government board or through the normal channels of trade I am not prepared to say. We have tried both systems. At the moment I think all of our grain export is being handled by a government board. We are operating under that particular system at the present time. But it has never appealed to me—I am speaking only for myself—that the actual technique was the important thing, the important thing was to persuade other people to buy our products and pay us a reasonable price for them.

Mr. CASTLEDEN: And have a proper share of those prices returned to the producer.

Hon. Mr. PATTERSON: Of course, like any other producer we are anxious to get the best price we can for our products.

Mr. CASTLEDEN: That is not the point. After we have sold our commodities on the foreign market, does the actual producer of that commodity get his proper share of the price for which the commodity was sold? Do the world prices bear the proper relation to the prices the farmer receives, or do the other channels through which the marketing is done take out too much?

The CHAIRMAN: Ladies and gentlemen, it may be well if, on behalf of the committee, I read a paragraph from the last report presented by this committee—I do not know whether Mr. Patterson has read it or not—dealing with the two related questions now under discussion, the question of markets and the question of floor prices; and the report presented by me to the house on behalf of the committee on January 26th last states this:

The question of markets—both domestic and international—demands immediate and constant study by the government and by secondary industry. Increased production through chemical research and in other ways is extremely important; but market research is essential. The relationship of agriculture to secondary industry must be changed and improved. Industry must build to a greater extent than before upon agricultural research; and must be prepared to advance potential production by providing extending markets. The possibility of establishing small industries in farming communities must receive proper study and consideration. All of this should be encouraged by positive governmental action.

And then we went on and said:

The government should take whatever steps may be necessary to make sure that farmers are no longer forced to sell their products at an unfair and unreasonable price. This will require a study of the cost of equipment and other things which farmers must buy, and of the various

factors that enter into such cost. We welcome the Prime Minister's statement that a floor will be put under prices of farm products, but we must point out that the establishment of an adequate floor will require both study and positive action by the federal government.

I am bringing this once again to the attention of the committee while you gentlemen are here because it deals directly with part of your recommendations and with the questions asked especially by Mr. Bence and Mr. Castleden.

MR. BENCE: I was asking my questions to see if I could get some further lead on the type of policy and how it would be put into effect. For example, on page 5 reference was made to the fact that the government would like to see some clear policy in connection with the disposal of government owned machinery and equipment. I was wondering whether the Reconstruction Council which was established by the government had run into any other matters which related to federal policy which they found was restricting the establishment of industry or that were causing the people of Saskatchewan to hesitate to go into various ventures? For example, did they run into any difficulty in connection with the future tax policy of the government or with respect to the policy of the government in not allowing the extension of business. I have particularly in mind a case where somebody wants to establish a small shoe factory in Saskatoon and I know they are having difficulty in doing that. I was wondering if the committee had run into any difficulties along those lines, generally speaking, in its work across the country?

DEAN CRONKITE: So far as the tax policy goes, there is very little evidence that people in the towns and cities which we visited were giving it much attention. On several occasions, however, the matter of restrictions in reference to extensions was mentioned, just as Mr. Bence has mentioned the case in Saskatoon. That matter was mentioned in several localities; people who were willing to expand anticipated that the restrictions will be removed eventually. That was indirectly referred to in one portion of the brief where it was stated that further extension of industry and business was anticipated later on.

On that same page there is probably one correction which should be made. In the next paragraph where reference is made to the sale of equipment and raw materials for a nominal sum, that means a nominal sum originally advanced. The person who made this offer anticipated paying for the equipment in full if he was not charged an unreasonable sum, but this operator has very little capital. He anticipated something, such as we hope for in Saskatchewan, that the Industrial Development Bank will do. By a nominal sum, therefore, was meant nominal originally.

MRS. NIELSEN: Mr. Chairman, I rather regret that the Premier of Saskatchewan has brought his brief to this committee before the Reconstruction Committee of the province of Saskatchewan has gone into this matter further. I believe the brief has dealt generally with the province of Saskatchewan with regard to things which are already familiar to a great many of us who come from that province, and many new things which are of intense interest to us are not dealt with adequately enough. For instance, at page 28 there is mention made of industrial uses for wheat and the brief says:

The use of farm crops for industrial purposes has had wide discussion. Considerable interest has been aroused in the production of glycol, alcohol, and rubber from wheat. The high quality of a large percentage of the wheat raised in Saskatchewan indicates that it should be used for human consumption. However, our low quality wheat may be profitably used for industrial purposes and a study is being undertaken as to methods of conversion and costs.

Now, Mr. Chairman, at such a time as this after we have had a few years when this whole problem has been so urgent, it seems to me a very light kind



of way of setting the problem before us to say that study is still being undertaken as to the methods of conversion and costs.

Definitely, I am of the opinion that our good wheat should be saved for human consumption because there is going to be a tremendous need for it; on the other hand, we have to consider the possibilities of the chemurgic industry having a definite place in the province of Saskatchewan, and I believe that up to the present time the province of Saskatchewan has failed dismally to keep up with the times. It is my opinion that roughly we are going to use only about 9,000,000 bushels of wheat for conversion into alcohol this year, whereas in the United States of America they are proposing to use something like 400,000,000 bushels of wheat. What are we doing? We are selling wheat to the United States of America and they are converting it into alcohol and we are buying the alcohol back for our own uses. Now, as far as I can see in a province which is so concerned with the problem of wheat production we should have done more than we have done to protect the people of our province against a situation such as this. If it is going to be economically possible for the United States to use wheat for this purpose then why have we not to the same extent set up the chemurgic industry in our own province? After all, in a time of war like this it has been possible to move people from one part of Canada to another and to set up industries, and I believe that if enough pressure had been applied by our Saskatchewan government on the dominion government we could have had plants set up in Saskatchewan to deal with this problem. I should like to have a far more detailed account of what is being done than is given here.

DEAN CRONKITE: With reference to the last remark, I question whether it is true to-day that we are importing alcohol from the United States; my opinion is that we are exporting our surplus of industrial alcohol to the United States at the present time. I may say also that I happen to know that several governments have made the most extraordinary effort to have processing plants for the manufacture of industrial alcohol established, not only in Saskatchewan, but in two or three other provinces. Also, from the information I have—and it is good information—I would like to prophesy that within six months not a bit of grain will be used for the manufacture of industrial alcohol. It is true that in Canada at the present time the distilleries are utilizing their facilities to produce industrial alcohol which, according to my understanding, is exported; but I think the situation is due to an extraordinary condition of affairs where, on account of the inability to get molasses and other materials into the country, we have had to go to wheat. As a matter of fact, wheat, as I understand it—and I can speak with some authority, quoting other people who have made studies for us—wheat cannot economically be made the basis of the manufacture of industrial alcohol unless people are prepared to grow wheat on the prairies at about 20 or 30 cents a bushel, and I do not think they are. It is just a matter of war emergency that it is being used at the present time. That is the information I have—from a very respectable scientific source who has given to the Reconstruction Council of Saskatchewan information to that effect.

MRS. NIELSEN: I know that Mr. Howe stated 25 cents a bushel as being the price which it might be possible to pay for wheat which would be used for industrial purposes in the making of alcohol, but that was before very new processes had been discovered. There are, however, new processes which have been discovered since last year whereby the by-products have a high value, particularly the protein, which would materially increase the price which could be paid for that wheat; and I think we should know more about that.

DEAN CRONKITE: The facts all come to this, that you cannot make more than two gallons of alcohol out of a bushel of wheat, and counting in the by-products the answer still holds so far as Saskatchewan goes, and I am sorry that that is true. I may say that so far as the Saskatchewan Reconstruction Council is concerned we have had more difficulty with people going through

the country and making speeches, thus causing us to pay scientists to analyze those statements, than from any other source. I am not referring to political speeches either. But they have given us great trouble and I understand that they have given great trouble to the Saskatchewan Wheat Pool also when they were forced to investigate claims that were being made.

I may say that with reference to glycol—and this is a matter not of the government of Saskatchewan but of the Reconstruction Council—glycol and several other products—that the situation is somewhat different. I am not at liberty to give information that we have on that, but I can assure the hon. member who has asked the question that in none of the provinces is the matter being neglected, and I am quite sure that if it is humanly possible to establish this industry that several organizations I know of are working on that and will see to it that those industries are established.

Mr. BENCE: Is the committee investigating the recent twelve plants that are being constructed in the United States for the purpose of endeavouring to find out the cost in these plants?

DEAN CRONKITE: Absolutely and definitely, and we have a good man working on it at the present time.

—The committee adjourned to meet again at 3 o'clock p.m.

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#### (AFTERNOON SESSION)

The Committee resumed at 3 o'clock p.m.

The CHAIRMAN: Ladies and gentlemen, we have a quorum and we are ready for questions.

Mr. QUELCH: Mr. Chairman, with your permission, I would like to ask a few short questions about irrigation. I do not intend to take up the time of the committee to test the desirability of establishing irrigation in the west. I think we are all familiar with that. I want to confine my remarks to a specific recommendation made in this brief at page 27, which reads:

We are particularly interested in an irrigation proposal to use the waters of the South Saskatchewan river by the construction of a dam north of the city of Swift Current. This dam would provide a reservoir of one million acre feet capacity and would irrigate by gravity almost one million acres of land in Saskatchewan. If this project is feasible it has the advantage of providing a body of water adjoining the land to be irrigated thereby eliminating a long canal system.

I take it when reference was made to the "long canal system" the William Pierce water project was probably being referred to. That project was first of all surveyed in 1922 and it was proposed to divert water from the North Saskatchewan river and the Clearwater river down to the Red Deer river by the Raven river. It was proposed to dam the Red Deer river and carry the water by canal to Sullivan lake where a reservoir of 1,700,000 acre feet would have been established. Then it was proposed to irrigate 427,000 acres in Alberta, mainly in Acadia constituency in the well known Hanna, Berry Creek and Monitor districts. In addition to that it was proposed to bring the water from Sullivan lake via Eye Hill and Sounding Creeks into the Tramping Lakes in Saskatchewan and from the Tramping Lakes it was proposed to irrigate 1,000,000 acres. Now, if it is considered more advantageous to irrigate that million acres by placing a dam on the South Saskatchewan river north of Swift Current we in Alberta would be heartily in accord with the idea, providing it is sound from an engineering point of view. That would not in any way

prevent Alberta from going ahead with a modified project which has also been surveyed and out of which we could still irrigate 427,000 acres. The million acres that would be irrigated by the William Pierce project I take to be similar to the million acres here. That million acres would be bounded by a line running from Arelee to Saskatoon on the north down to Elrose and Tichfield on the south, bounded by the South Saskatchewan river on the east and Rosetown on the west. The important point, however, is this, whether the million acres in Saskatchewan is irrigated by bringing the water down from Alberta or whether it is irrigated by damming the South Saskatchewan river north of Swift Current it still would be necessary to divert waters from the North Saskatchewan and Clearwater rivers because the amount of water in the South Saskatchewan river alone is altogether inadequate for that purpose. And now, I appreciate that there has developed a certain amount of opposition to the proposal to divert water from the North Saskatchewan river and the Clearwater river in order to make such a project possible. Therefore sometime ago I wrote to the Department of Agriculture at Regina and asked them if they could provide me with a brief from one of the P.F.R.A. engineers showing whether or not the diversion of water from the North Saskatchewan would in any way be detrimental to the development of that river. With the permission of the committee I would like to read very briefly from the brief which I received from Mr. E. K. Phillips, engineer of the P.F.R.A., who made one of these recent surveys.

The CHAIRMAN: Mr. Quelch, is Mr. Phillips from Regina?

Mr. QUELCH: He is from Regina. He is a P.F.R.A. engineer.

Mr. MACNICOL: What you are now going to read, and what you are saying has, in my opinion, nothing whatever to do with Saskatchewan.

Mr. QUELCH: On the contrary, this brief will prove I think in so far as Mr. Phillips can prove it that in order to irrigate the million acres in Saskatchewan, and that is what the proposal is; in order to irrigate one million acres in Saskatchewan from the South Saskatchewan river it will be absolutely essential to divert water from the North Saskatchewan river; and that diversion will not in any way be detrimental to the development of the North Saskatchewan river. I might point out that the argument was used that if water were diverted from the North Saskatchewan river it would be detrimental to the sewage disposal system at Edmonton and other points, and also that it would make it impossible to open up the North Saskatchewan river to navigation. Here is Mr. Phillips' reply in regard to this matter; and you will notice that it has a very definite bearing upon the proposal, contemplated in this brief.

The CHAIRMAN: You mean in Mr. Patterson's brief?

Mr. QUELCH: Yes.

Regarding the effect of withdrawing water from the Clearwater and North Saskatchewan rivers, the following table shows the mean monthly discharge of the North Saskatchewan river at Edmonton as effected by the proposed diversion to the Red Deer river during a year of minimum flow such as 1936-37.

Period	Natural flow, Edmonton	Proposed diversion	Balance
October.....	3,570	.....	3,570
November.....	2,130	.....	2,130
December.....	904	.....	904
January.....	591	.....	591
February.....	578	.....	578
March.....	879	.....	879
April.....	2,330	1,631	699
May.....	7,340	5,609	1,731
June.....	12,800	6,738	6,062
July.....	18,200	6,752	11,448
August.....	11,400	7,000	4,400
September.....	7,830	5,608	2,222
	68,652		



Column No. 2 shows the mean monthly flow of the North Saskatchewan river at Edmonton in cubic feet per second. Column 3 shows the amount of water in cubic feet per second it is proposed to divert from the river for the development of irrigation projects along the South Saskatchewan river in Alberta and Saskatchewan. Column 4 shows the balance left in the river at Edmonton if the amount in Column 3 is diverted.

You will note that no water will be diverted from the North Saskatchewan river during the period October to March inclusive which is the period of low flow in the stream.

Regarding the effect on the Edmonton sewage disposal system, the winter months are the ones to worry about. It is not proposed to divert any water during the winter.

Regarding the development of the stream for navigation or power, or both, the limiting factor is the winter flow. The only way in which that could be improved would be by the development of storage in the head waters of the stream where there are sixteen possible reservoir sites with a total estimated capacity of something like 2,000,000 acre feet. The development of this storage would make it possible to divert some 2,000,000 acre feet to the Red Deer and still maintain a continuous minimum low flow at Edmonton of something like 3,500 c.f.s. which would solve the water power, navigation and sanitation problems. The development of 1,000,000 acre feet would increase the flow to something like 2,600 c.f.s. and so on.

Whether the potential irrigable lands in Saskatchewan are irrigated from an extension of canals taking water from the streams in Alberta or whether they are irrigated by means of diversions in Saskatchewan, some 2,000,000 acre feet of water is required from the North Saskatchewan and Clearwater rivers and since such a diversion does not adversely affect conditions on the North Saskatchewan river, there should be no opposition to the proposed diversion.

The fact that opposition has developed would indicate that the proposed development of the Saskatchewan drainage basin is not properly understood and would show the necessity of a board of engineers to properly advise the governments as to the most economical use of the streams.

Now, the question I would like to ask the premier is this: as in his brief he advocates the use of the South Saskatchewan river for the purpose of irrigating a million acres of land; and, as the utilization of the South Saskatchewan river is dependent upon the diversion of water from the North Saskatchewan river and the Clearwater river as pointed out by Mr. Phillips; and, as according to Mr. Phillips this diversion will not in any way be detrimental to the city of Edmonton or detrimental to the development of the North Saskatchewan river; is he in favour of diverting the waters of the North Saskatchewan river into the South Saskatchewan river thereby making it possible to carry this irrigation scheme out?

Hon. Mr. PATTERSON: Mr. Chairman, in answer to the question I might explain first of all that our provincial Department of Natural Resources has neither the staff nor the technical personnel with which to make the expensive and intensive surveys that irrigation projects such as this require; but our opinion is that a study of such a project as we propose in our brief should be undertaken, and the necessary investigation should be made by the P.F.R.A. personnel. May I say this, that when Mr. Spence appeared before this committee a little over a year ago as reported in your report of the proceedings number 7 and 8, he presented a very elaborate plan of irrigation for Alberta and Saskatchewan. Now, since that program was developed and studied by Mr.

Spence the possibilities of water development on the South Saskatchewan river have appeared—I refer to the one involved in the construction of a dam just opposite Cabri—the possibilities of that scheme have become apparent. We are not advocating it. We are asking in connection with it that very careful and intensive investigation of the possibilities suggested by the constructing of the dam at Cabri, which would be able to irrigate a million acres, be undertaken and that in connection with it the possibilities with respect to a very substantial development of hydro electric power be also explored. That does not enter into any controversy as to whether the water should be taken from the North Saskatchewan river or the South Saskatchewan. All that we are suggesting in connection with that is that the possibilities be explored. This is the same matter which has developed somewhat recently; at least it has been brought to attention and under consideration quite recently; and there is no supporting factual data available with regard to it at all; whether it is possible, what its possibilities are, and so on. We believe it would warrant the P.F.R.A. making some real careful study as to its possibilities.

Mr. QUELCH: That does not meet my point. If this survey were made and it were found from an engineering point of view that this scheme was absolutely sound; if, for instance, it would be no more costly to irrigate that million acres from the South Saskatchewan than it would be to bring the water down from Tramping lake, fed through Eye Hill creek, Sounding creek, from Sullivan lake, the Red Deer river and the North Saskatchewan, then as far as you are concerned you have no objection to water being diverted from the North Saskatchewan river to make that possible? You would not consider that detrimental to Saskatchewan, that is to make that diversion in order to enable that irrigation scheme to be put through. As I pointed out, so far as the P.F.R.A. engineers are concerned, they consider that the scheme is absolutely sound. I might mention that in Alberta we are perfectly willing to co-operate in any way that we can, we do not want to hog the water, use it all ourselves and leave nothing for Saskatchewan. However, what we are concerned with is the long-range view of it, and that is why we have advocated in the past the large Pierce project and it being proceeded with first in order to get the co-operation of Saskatchewan, because under that scheme only 427,000 acres would be irrigated in Alberta whereas around about one million acres would be irrigated in Saskatchewan if that province were to proceed with the projects which have been outlined. If Saskatchewan finds that it is in her best interests to go ahead with the project which is suggested in this brief, we would certainly not oppose it. We would still be able to go ahead with our limited project to irrigate some 427,000 acres; as a matter of fact, we would be justified in doing that even if the larger scheme were not gone ahead with. As I pointed out, and as Mr. Phillips pointed out, in order to put through both of these schemes—the Pierce project in its entirety or the modified Pierce project which calls for the development of 427,000 acres in Alberta and something like a million acres in Saskatchewan through the use of the South Saskatchewan river, it would become absolutely essential to divert water from the North Saskatchewan river. What I am wondering about is this, that in so far as Saskatchewan is concerned, have you any objection to the diversion of water from the North Saskatchewan river into the South Saskatchewan river in the manner I have indicated?

Mr. MACNICOL: I would not like to hear the premier answer that question.

Mr. QUELCH: I would like to have the premier's view on that.

Mr. MACNICOL: Perhaps if he heard my views he would not answer you at all; at least, I would not expect him to. If he wants to answer you let him go ahead.

The CHAIRMAN: As to the question before the committee, I see no reason at all why it should not be asked. The witness may answer it if he wishes to, and if he is not in a position to answer it all he has to do is to say so.

Mr. QUELCH: Have I made my point clear?

The CHAIRMAN: Yes, I think so. The premier may answer in any way he wishes to.

Mr. QUELCH: Again I want to suggest that as far as Alberta is concerned, I do not think it is very important which scheme is adopted because according to Mr. Phillips it would not interfere with the possibility of Alberta putting through its own limited project of irrigating 427,000 acres.

Mr. MACDONALD (Pontiac): What is the alternative?

Mr. QUELCH: The alternative is the 427,000 acres together with the proposed 1,000,000 acres in Saskatchewan—of that amount 427,000 acres would be in Alberta.

Mr. MACDONALD: It would not be the same in both provinces? Would the same water serve the projects in both provinces?

Mr. QUELCH: Exactly the same, if it served the 427,000 acres in Alberta and the 1,000,000 acres in Saskatchewan.

Mr. MACDONALD: Oh, you said 427,000 acres; when you said that I thought you had in mind another project.

Mr. QUELCH: No, the question is first of all under the William Pierce project it would irrigate 427,000 acres in Alberta and 1,000,000 acres in Saskatchewan by drawing water down from the North Saskatchewan river and the Red Deer river into Sullivan lake and over to Tramping lake, or instead of that we might irrigate 427,000 acres in Alberta by taking water from the Red Deer river and then irrigate another million acres in Saskatchewan by taking it from the South Saskatchewan; but in Saskatchewan and at other points opposition has developed to water being diverted from the North Saskatchewan river. If it could be proven that the diversion of water from the North Saskatchewan river was not really detrimental then we would be in a position to go ahead to develop that irrigation scheme out there, and go ahead and irrigate the 427,000 acres in Alberta; or, we could go ahead and irrigate 427,000 acres in Alberta by using the water of the Red Deer river alone provided sufficient storage was established by building dams on the river back in the mountains. But it would not be possible to irrigate the million acres in Saskatchewan, in order to irrigate the million acres in Saskatchewan from the waters of the South Saskatchewan river, you would have to divert water from the North Saskatchewan river into the South Saskatchewan river.

Mr. MACNICOL: I am sorry that this angle has been included in the brief of the province of Saskatchewan.

The CHAIRMAN: It is perfectly regular.

Mr. QUELCH: Absolutely.

Mr. MACNICOL: No, in my judgment it is not regular, because the province of Saskatchewan has submitted a brief which calls for a definite way to irrigate a million acres in Saskatchewan; namely, by building a dam near Cabri—

Mr. QUELCH: On the South Saskatchewan.

Mr. MACNICOL: Yes, it is near Saskatchewan Landing where there is a marvellous natural reservoir in which the water could be stored—

Mr. QUELCH: On the South Saskatchewan.

Mr. MACNICOL:—On the South Saskatchewan; and now we are requested by Mr. Quelch to give attention to quite another matter, the diversion of water from the North Saskatchewan river. That was wholly unnecessary in my judgment.

Mr. QUELCH: Would you answer the question?

The CHAIRMAN: I do not want to interrupt—

Mr. MACNICOL: I do not want to delay the committee at this time.



The CHAIRMAN:—I just want to make this clear; the hon. member (Mr. Quelch) has a perfect right to ask the premier who prepared and presented the brief questions in connection with that particular section; so I know you are not objecting.

Mr. MACNICOL: I am not objecting to that.

The CHAIRMAN: Whatever points of view the other members may take, he has the right to ask the question he did. Later on when we come to deal with the matter of the report, we can go into the argument that appears to be developing.

Mr. MACNICOL: In my judgment the premier is being put in an awkward position, particularly if he has not given proper study to it. I would think that before he would want to answer a question of that kind he would want to consult engineers, at Battleford and engineers at Prince Albert and other towns and municipalities, on the North Saskatchewan river—they are 100 per cent opposed to any diversion from the North Saskatchewan river if I understand their views and I believe I do. It is not fair to ask him that question. I say that with all due respect to my hon. friend Mr. Quelch. You are putting Premier Patterson in a position of saying yes or no—of saying I am in favour or I am not in favour of diversion from the North Saskatchewan river. If he has studied the matter and has consulted engineers on the question, he would of course be in a position to answer. He can do whatever he wishes; but as for myself, my stand is fixed.

Mr. JEAN: Mr. Chairman, I am just wondering if we are ever going to arrive at any conclusions with the amount of discussion that has been going on before this committee. We have a definite function to perform as a committee. We have been privileged to have a number of Premiers of provinces appear before us and give us the benefit of their views as to conditions in their respective provinces. If we are going to get anywhere it seems to me that we must face the facts in a more practical way. For instance, I would like to place on the record some questions which I would like to address to the premier of the province of Saskatchewan, just as I have certain questions which I would like to place before the other premiers who may come before us. Possibly Premier Patterson would be in a position to answer some of my questions now; and I think that some of the questions I am going to ask will be helpful to the committee in arriving at some conclusions. My first question would be this: what are conditions now in Saskatchewan with respect to unemployment?

The CHAIRMAN: Just a minute, Mr. Jean; I did not want to interrupt you, but a specific question has been asked and Premier Patterson has not yet had an opportunity of replying. It is up to him entirely to say whether he wishes to answer it or not, I do not want to force Premier Patterson to answer the question if he does not wish to.

Mr. JEAN: Probably the premier is not in a position to answer that question right now.

The CHAIRMAN: Well, all he has to do is to tell us such is the case; if he is not in a position to answer the question that will be an ample reply. However, I do not think we should proceed by diverting the attention of the committee from the question immediately before the witness before he has a chance to say whether or not he can answer it. Personally I am not interested in what the answer may be; that is a matter for Mr. Patterson to decide for himself.

Mr. QUELCH: As to the relevancy of this question, I assume that at a later date we are going to make certain recommendations with respect to national projects and to that end it would probably be advisable to get the premiers of the provinces down here in order that the recommendations we make would be as far as possible in line with the type of project they want to have pro-

ceeded with in their own provinces. In this brief reference is made to the proposal to irrigate 1,000,000 acres of land in Saskatchewan.

The CHAIRMAN: May I interrupt again just to save time? I do not think there is any necessity for argument as to the relevancy of the question. I am prepared right now—the committee may over-rule me—but I am prepared to say the question is in order and the witness will have to say whether he wishes to answer it or not. That would be my ruling on the question now before the chair. Mr. Quelch raised the point by asking a particular question which deals directly with the brief and a particular paragraph of the brief, and he asked whether in order to carry that out the witness would be willing to see water diverted from the North Saskatchewan river. And now, it is not a matter of whether we think it should be diverted or not; the answer is up to the witness. Later on we can come to whatever conclusion we like.

Mr. QUELCH: Before the premier answers let me again point out that I have not been putting my views forward, I am a layman, I am not an engineer. I quite appreciate that on technical matters that we should have the advice of trained engineers, and in connection with this particular matter I obtained the opinion of Mr. Phillips, who is the engineer detailed by Mr. Spence to give me the reply, a part of which I read to this committee. According to his reply in order to carry out that irrigation project in Saskatchewan through the South Saskatchewan river, it is necessary to divert water from the North Saskatchewan river; and furthermore in the opinion of the engineer who made the survey such diversion would not be detrimental in any way to the development of the North Saskatchewan river. All I want to know is this: whether or not in so far as Mr. Patterson knows—I do not know whether or not he has secured information from a competent engineer on the matter or not—would he have any objection to the diversion to which I have referred taking place.

Mr. JEAN: Perhaps I did not make my point clear. We have before us today the type of witness we should have here, the premier of one of the provinces. We are dealing with reconstruction. I am not interested particularly in any project which the premier has advocated in his brief. Everyone of them might be a good thing to accomplish. In this committee we have to recommend something definite, and in order to do that we have to know what is taking place in every province in the dominion. Here we have the premier of Saskatchewan who is telling us what is going on in his province, and what can be done in his province, and I feel we should confine ourselves more directly to the proposals of the brief.

The CHAIRMAN: Would you talk a little louder, Mr. Jean?

Mr. JEAN: Yes.

Mr. BENCE: I would like to get this point straight. The hon. member for Acadia (Mr. Quelch) asked a question. Considerable time has been taken up in discussing the question. Surely we can get an answer to that question and then go on with something else.

The CHAIRMAN: I wanted to hear what Mr. Jean had to say. Are you objecting to the question being asked, Mr. Jean?

Mr. JEAN: No, no; I am not objecting to that at all.

The CHAIRMAN: But you are introducing something of quite a different nature without permitting the question to be answered.

Mr. JEAN: But in my opinion, Mr. Chairman, we are losing time by asking questions about particular projects in these provinces. I do not consider that it is our duty particularly to investigate specific projects in the different provinces.

The CHAIRMAN: I might say that there is no question at all that we are losing time, but we would lose much less time if we permitted an answer to the question and then went on. I am forced to rule that the question itself is in

order because of the fact that it relates directly to a recommendation about irrigation and water development generally; and the premier of Saskatchewan is entitled to give any answer he wishes. If he cares to he may say, if he is not prepared to answer it, that he is not in a position to give us an answer.

Hon. Mr. PATTERSON: May I point out again that we are not advocating this project. Further, this proposal does not seem to me to have any direct relation to the diversion of water from the North Saskatchewan river. That is entirely separate.

Mr. QUELCH: Except that you cannot carry it out without the diversion.

Hon. Mr. PATTERSON: A survey has been made recently. I cannot give you a categorical answer to the question. The question of the diversion of water from the North Saskatchewan river is unrelated in respect to this million-acre project. There are so many different contingencies and ramifications that have to be considered, the whole matter would have to be gone into very thoroughly, to a much greater extent than has ever been open to me, and I am not in a position to give an answer today. For instance, one of the points involved is that the North Saskatchewan river rises in Alberta, as does the South Saskatchewan.

Mr. QUELCH: And they are right close together too.

Hon. Mr. PATTERSON: And they flow through the province of Saskatchewan and go on to the province of Manitoba. Possibly the province of Manitoba is more interested in the waters of these rivers than we are; at least, Manitoba claims to be.

Mr. QUELCH: As far as Manitoba is concerned it would make no difference to them whether the water were taken from the North Saskatchewan or the South Saskatchewan, because they join together before they get to Manitoba.

Hon. Mr. PATTERSON: That is so, that is one of the contingencies that has to be considered when you talk about the diversion of water from any river which rises in one province, flows through a second and ultimately flows through another. I am not in a position to say whether I will be favourable to or opposed to the diversion of water from the North Saskatchewan with the limited information I have with regard to the specific matter.

The CHAIRMAN: Now, Mr. Jean, you had some questions?

Mr. JEAN: We are dealing with Saskatchewan today. Some other day we may have some of the other provinces and no doubt from some of the other provinces we will have excellent briefs. Today we are concerned with the brief presented by Saskatchewan. The thing I would like to know first is if in the province of Saskatchewan you have made an estimate of the number of men and women, or families, for whom you will have to provide after the war.

Hon. Mr. PATTERSON: First of all I think the brief gives a figure of approximately 70,000 in the armed forces.

Mr. JEAN: And how many have you got in war industries in other provinces who will be going back to your province and whom you will have to look after? What I am trying to get at is this: that would be the exact situation in your province after the war with respect to the number of people you will have to take care of?

The CHAIRMAN: That is dealt with quite fully some place in the brief.

Mr. JEAN: Yes, I think it is; but I would like the premier to make a summary of his brief because I think in that way we would have a very good picture of the situation. I do not expect to have an answer right now.

Hon. Mr. PATTERSON: On page 4 it says that a questionnaire was sent to 2,893 firms that are under the Workmen's Compensation Act—and they would represent practically all of the industrial concerns—and their replies would indicate that they could employ more men after the war than they are presently



employing but somewhat fewer women. Now, probably the most difficult information to get to answer your question is with regard to the extent to which men and women have left Saskatchewan and engaged in war industries elsewhere and who may possibly return to the province after the war is over.

Mr. JEAN: Are you considering this particular point of view, that you might have after the war a certain number of men and women who are coming back from the army, who are coming back from war industries or who are coming back from other provinces to your province, and you will have to face a certain situation of so many men and women who will not have employment.

Hon. Mr. PATTERSON: There are three factors to the problem: first, the men and women who are in uniform. We know the number of those almost exactly and they number 70,000 who have enlisted in the province of Saskatchewan into the forces. We know the number of people employed in Saskatchewan now in the various industries. The only figure it is almost impossible to obtain with any degree of accuracy is the number of persons who have left Saskatchewan to go to British Columbia to work in the shipyards or who have gone to Ontario or Quebec to work in the munitions factories. To ascertain the number who have gone is very difficult; and an even more difficult thing is to get any approximate idea of how many of those people are likely to come back to Saskatchewan after their present employment is concluded. With regard to that phase of the problem I do not know any practical way of really coming down to definite figures.

Mr. JEAN: Have you secured any figures or are you prepared to get figures showing the proportion of these men and women who are going to come back who can be absorbed by private enterprise in your province?

Hon. Mr. PATTERSON: I will ask Dean Cronkite to answer that question.

DEAN CRONKITE: Mr. Chairman, just to elaborate these figures which appear on page 4, there are 70,000, probably 72,000 men and women in the armed forces. We think that at least 25,000 of these can be put on farms. I think that figure can be given as reasonably authoritative. That does not include those who will be placed on farms as settlers. Now, we might take—this is just an estimate—7,000 or 8,000 to be in this category. From the answers we got in this survey that the premier has mentioned, and that has been verified by surveys made by different groups such as implement dealers—it includes the so-called war industries of Saskatchewan—we can reasonably anticipate that 5,000 additional workers will be absorbed into the industries as they are after the war. That takes no account whatever of the matter that Mr. Bence raised this morning as to new industries that may be established. However, adding these together you have 38,000. Therefore, you can say that at the present time there may be 30,000 for which there is no place in present business; but again we do not know—so much depends on what is going to happen outside the province and so much depends on what business will be like that I do not know anybody with sufficient gift to prophecy even to estimate as to whether we will want 30,000, 50,000, 100,000 or 2,000. As to the people outside of the province, we have made an attempt to find out how many of them will be back and we have attempted to get the co-operation of other communities where these people are, and how many of them are likely to leave. We got all sorts of answers, but again, they usually say that it depends on how business is going to be here and how business is at home.

Another imponderable which we cannot solve is this: what are the women going to do after the war. Well, if they get married and do not continue to work there is an opportunity for almost every man to work in Saskatchewan without any enlargement of business. Certainly the survey we have made indicates very definitely that a lot of the employers plan to take on men and lay off women—I mean lay them off the jobs after the war is over. There is

one very difficult matter in making these computations and that is how women are going to feel toward the home or toward their jobs after the war. It could make a difference of 10,000 or 15,000 in the calculations in the province of Saskatchewan. But summarizing it, without any change whatever or any new avenues of employment, you can say that the people in the armed forces and the people in war industries of Saskatchewan can be taken care of up to within, say 30,000 of those who are now serving, and we hope that with business expansion they could easily be taken up without resorting to these many relief—I will not say relief—development projects, after the war, or even irrigation proposals which have been temporarily side-tracked in the discussion. That is the nearest we can get to it, and I assure you that we have done a lot of work and we are continuing to do a lot of work, and I think at that we have come nearer to an answer than most of the sources we have examined. For instance, we examined some of the sources coming out of Ottawa and we found that we could not depend on them at all as guesses of what is going to happen.

The CHAIRMAN: Could you say roughly how many of the 70,000 in the armed forces are men and how many are women?

DEAN CRONKITE: About 3,000 women.

Mr. JEAN: Now, can you absorb in your provincial and municipal projects which you have mentioned in your brief almost all the men and women who would not be absorbed by private enterprise?

Dean CRONKITE: You could for a time, you could not indefinitely absorb people unless you are proposing to keep building.

Mr. JEAN: I am speaking of the projects mentioned in your brief.

Dean CRONKITE: For a couple of years, yes.

Mr. JEAN: You think you are in a position to do that.

Mr. BENCE: They are not in a position to do it, they are in a position if they get the assistance which they ask for.

Mr. JEAN: If you have the ways and means to finance all these projects in the province of Saskatchewan.

The CHAIRMAN: He is trying to get the ways and means now from Ottawa. I may say that Premier Patterson had to go out for a few moments and Dean Cronkite is answering your questions while he is away.

Mr. JEAN: My last question would be this: what do you expect from the federal government to meet the whole problem of your reconstruction program in your province after the war?

Dean CRONKITE: Mr. Chairman, I know what I would like, but I am representing a quite independent council which the government and everybody has left strictly and absolutely alone, and we are making a factual survey and we intend to give a report shortly. I could give an answer, although some of the members of the council might disagree; but I really think that when it comes to the budgetary position of the province and what they expect, that the Premier ought to give the answer.

The CHAIRMAN: I think that is fair.

Mr. JEAN: I think that if the projects mentioned in that brief are accomplished in any way they can meet the situation in Saskatchewan, but how are they going to do it? Are they in a financial position to do it? What is the federal government going to do to help? That is what we have to know. I think from what is said in this brief that you can meet the situation in Saskatchewan, and if we can get the same thing from other provinces we will have a very good picture of the whole country, but we should know what the federal government is expected to do.

The CHAIRMAN: The answer could be better given by the Premier.

Dean CRONKITE: From our fiscal position one could make a few guesses. The road program is \$85,000,000 or \$90,000,000 and the annual provincial budget referred to is roughly \$30,000,000 including everything, and you can make some guess as to the capacity of the province to do it all.

Mr. McDONALD: May I ask if you have tabulated the total amount of these projects as laid down in this brief, and also stated therein the approximate number of man-days employment provided the whole project is carried out? For instance, you start off with public buildings, \$9,950,000, schools, \$2,642,000; and going over to page 9, under the heading of cities, you go through the number of man-hours there and the total cost of these projects is estimated at \$26,069,712 of which \$10,522,601 will go for labour requiring 2,045,568 man-days. You have not throughout your brief carried the number of man-days in accordance with the different projects laid down.

Dean CRONKITE: I am sorry, Mr. Chairman, that that was not done. It has been done by our council on several occasions, but it included a great many things that are not in the government brief.

Mr. McDONALD: It would be very enlightening information.

Dean CRONKITE: There are some items there in which the working days have not been calculated. I can tell you that on the average the work seems to run about 46 or 47 per cent of the total cost.

Mr. McDONALD: I know that in public buildings you have labour cost at 45 per cent.

Dean CRONKITE: Yes, some of them might run a little more, and in the forestry development I have labour running to over 90 per cent, but in buildings the council calculated that it would average somewhere above 40 per cent. If the council had put everything that has been suggested to it by municipalities and other organizations I think you would have projects the cost of which would frighten even the Bank of Canada; but they have not all been included.

Mr. JEAN: Don't you think it would be a good thing to have a summary of the brief showing us the amount of works or projects which were included and the number of men who could be employed on these projects so that we could have that information for our discussions?

Dean CRONKITE: That was discussed and I was asked about it but it was concluded that while we were willing to do so, since there were no recommendations to be made during our appearance it did not seem imperative that we get the totals right now. We supposed that that was a matter for future discussion.

Mr. McDONALD: Would it be possible to get that information later?

Dean CRONKITE: Yes, we would be delighted to run that off.

Mr. MACNICOL: It is all in the brief. It could be tabulated in five or ten minutes.

Mr. QUELCH: Could we come back to the question asked by Mr. Jean. On page 2 we read: "In some cases, as for instance the Department of Highways and Transportation, these plans have been completed almost to the blue-print stage and once funds, labour and materials are available the work can go ahead."

I wonder if Mr. Patterson can tell us what his idea would be on the subject of financing: does he feel that the federal government should make a grant to pay for the projects to be classified as national projects, that the dominion government should pay for these in their entirety; or that in as far as provincial and municipal projects are concerned the money should be met on three basis: a certain amount of money put up by the federal government, a certain amount of money put up by the province and a certain amount of money put up by the municipality, and when he uses the term "at a low rate of interest", what rate of interest would he have in mind?



Hon. Mr. PATTERSON: In connection with the program for highway construction there are portions of it that we definitely regard as national undertakings the cost of which should be borne by the Dominion of Canada. So far as a low rate of interest is concerned, I have not any definite figure in my mind, but something in the nature of what the dominion government is now paying I think would be regarded as a low and reasonable rate of interest.

Mr. QUELCH: Paying to the banks about 2 per cent?

Hon. Mr. PATTERSON: I mean victory loans financed on a 3 per cent basis. I do not think there would be any great complaint in our province if they were able to get money at 3 per cent.

Mr. QUELCH: Speaking of municipal and provincial projects, do you feel that they should be paid for on a three-way basis, so much from the dominion, so much from the provinces and so much from the municipalities?

Hon. Mr. PATTERSON: Again we depend somewhat on conditions. That is, if the work is being undertaken purely to provide employment as it was before then I think the dominion government should contribute and contribute very substantially to that. On the other hand, I presume that there are certain provincial responsibilities which the province itself should undertake and certain municipal responsibilities which the municipality should undertake. I think I am right and Dean Cronkite will correct me if that is not the case. Our municipalities in the main have been prepared to assume the financial responsibility for a great deal of this work provided the money is made available to them at low cost. Is not that so, Dean? The requests have not been so extensive as might be expected for the provincial government and federal government to go in and spend money in those municipalities; but rather to assist them to do it themselves.

Mr. QUELCH: At the present time some of the municipalities have built up a reserve no doubt due to better conditions. On the other hand others may deplete those reserves, and unless we can maintain the high income we have to-day, do you still consider that those municipalities would be in a position to continue to finance projects to maintain full employment once those reserves are depleted? We are in abnormal times at the present time, if we can consider pre-war time as in any way normal.

Hon. Mr. PATTERSON: Any substantial reserves that have been accumulated are in the larger urban municipalities. Of course, naturally the ability of the municipality to finance or the extent to which any reserves they may have accumulated will be used up will be contingent upon the size of the problem they have to face. We are all hoping that private industry will provide a great deal of employment for men and women, and that the responsibilities of the federal, provincial and municipal government will be more or less a supplement, to take up the slack, or whatever term you want to use. How much of that has to be done, of course, will determine how much the cost will be for the governing bodies concerned.

Mr. QUELCH: The conditions of the rural areas will depend largely, will it not, upon the price received for agricultural products? You feel, do you not, that agricultural prices should be stabilized at, we will say, a parity level, irrespective of the level of prices on the world markets? In other words, you do not believe that the world price should be allowed to dominate the internal price. When you take into consideration the fact that apart from wheat only about 10 per cent of our agricultural produce has been exported and yet in the past that 10 per cent has dominated or dictated the internal price of the other 90 per cent—you would definitely favour the stabilizing of prices internally, would you not?

Hon. Mr. PATTERSON: Well, I think I tried in the brief to stress first of all that the rehabilitation or establishment of agriculture on a secure basis was the first concern, the first consideration in Saskatchewan; unless we do that all the

other plans do not amount to anything. Then I tried to recapitulate but I did it too briefly.

Mr. QUELCH: I am asking whether the world market price should be allowed to dominate the internal market?

Hon. Mr. PATTERSON: I think that when we get into that discussion we are getting into a more or less technical or economic or theoretical discussion. So far as the farmer is concerned what he is interested in is getting a good price for his products; he is not so much concerned whether it is done one way or another; but that is what matters to him; the money he gets for his bushel of wheat or for his hog or for his steer or for his cream or whatever other product he may sell. If he is to be placed in some security that price must have some relation to the cost of the things he is buying to carry on his farming operations.

The CHAIRMAN: Dr. King, the government leader in the Senate, is in the room and I will ask him to come to the head table.

Mr. Jean, you were asking a question and I asked you to wait until Mr. Patterson returned. Did Mr. Quelch bring out the answers that you wanted?

Mr. JEAN: Not exactly. When Mr. Patterson was out I was saying that in the brief you have presented you have given a very clear picture of what can be done in Saskatchewan. I was interested in hearing you read your brief, but what concerned me was that I would like to know what amount of money you expect to receive from the federal government to carry out all these projects to meet the situation in your province, and, on the other hand, what ways and means have you adopted in your province to meet those responsibilities? You have projects which will cost a large sum of money. They are sufficiently wide to meet the situation in your province, but what are we supposed to do here in the federal government? That is the matter we are concerned with here, if we have to make some recommendations. If we are to help you we must know exactly what you are going to ask from us.

Hon. Mr. PATTERSON: I am not just sure that I understand your question, but as was pointed out in the brief we feel that as Canada has developed since confederation and with the different governmental responsibilities that have been developed, it would be impossible for us to successfully assume our responsibilities unless there is some readjustment of the relations fiscally and otherwise and the responsibilities between the federal authorities and the provincial authorities. I think I stressed—

Mr. McDONALD: Do you mean by that an amendment to the Constitution?

Hon. Mr. PATTERSON: Well, I mean by that an amendment to the Constitution or an interpretation of the Constitution. We made certain representations to the Rowell-Sirois Commission, and as a matter of fact the report of that commission adopted in principle a great many of the ideas that are suggested in our brief. I think the matter involves more than perhaps just an amendment to the constitution, but a whole re-examination of the jurisdiction and the responsibility and the fields of taxation that are now divided, as you know, between the federal and provincial authorities; and we are very strongly of the opinion that even had the war not come at all that this was something inevitable if we are going to have the development in Canada that I say all of us as Canadians would like to see.

Mr. HILL: Something more uniform?

Hon. Mr. PATTERSON: The possibility of more uniform governmental services and educational opportunities and all those things that go to make a great country.

Now, in answer to the question asked by Mr. Jean, we have not figured out that we want so many million dollars from the federal government and

that we will put up so many million dollars; our plans are not at the stage where we have it down to dollars and cents; but I do feel that a realignment, a readjustment of federal-provincial relationships and responsibilities and fields of revenue are essential to a reconstruction job; that would be so even if the war had not come at all.

Mr. JEAN: You realize that as a committee of the federal parliament we have to make some recommendations on your representations, and we have to limit our recommendation to what we can do.

Hon. Mr. PATTERSON: Practical things.

Mr. JEAN: I would like to have not only from your province but from every province in this country what exactly they need from us. That does not mean that we are going to accept what you are suggesting, but I think it would be a good thing for us to have your suggestion to help us in what we are going to recommend to the federal government to help the situation in every province of the dominion. That is why I understand you are not in a position to answer this question at the moment.

Hon. Mr. PATTERSON: Yes, I appreciate that.

Mr. JEAN: I think you should have that in mind and should tell us what the province of Saskatchewan would like to have from the federal government as its share to accomplish the program you have for rehabilitation in your province. In your brief I think you have everything to meet the situation in your province. If you can accomplish what you suggest in your brief I believe that there will be no difficulty in your province, but if we are to help you we must know in what way we can help you and to what extent, and what you need.

The CHAIRMAN: Mr. MacNicol told us this morning that he would like to ask several questions some time during the hearing, and I would suggest that we might wait to see whether any other members have questions which they desire to ask.

Mr. McNIVEN: When Mr. Spence was before the committee he planned an irrigation project to cost \$111,000,000; would you agree with regard to such a proposal as the outlined that the cost of it should be borne by the dominion in the same way as the dominion bore the cost of the Welland canal, which is a national undertaking?

Hon. Mr. PATTERSON: Which project was that?

Mr. McNIVEN: The irrigation project.

Hon. Mr. PATTERSON: I think it could be fairly argued that a plan of that size and that would have that value as a rehabilitation measure could and should properly be carried out by the government of Canada as a national undertaking. And I might say in regard to that—perhaps I am anticipating something that Mr. MacNicol is going to say—that we did not think it was necessary in preparing this brief to resubmit in detail all the plans Mr. Spence had presented. We pointed out that we stood behind the representations he had made; otherwise this brief would have taken another hour to read. But because we appear to have passed them over we do not want the members of the committee to think that we are not entirely in sympathy with what Mr. Spence said.

Mr. BRUNELLE: You were speaking a moment ago about readjustment of relations existing between the dominion and the provinces and referred to the Rowell-Sirois report; were most of your recommendations accepted by the Sirois report?

Hon. Mr. PATTERSON: In principle a good many recommendations were accepted. Dean Cronkite assisted the government in the preparation of our submission and I think he will confirm that the chief points put forward in our



submission—they were not adopted 100 per cent—were accepted to a very considerable extent in the report of the Sirois commission.

Mr. BRUNELLE: Are conditions improved at all to what they were then?

Hon. Mr. PATTERSON: Of course there has been a very material improvement. That commission sat during the period when we were suffering most severely from crop failure, and that was combined with the depression; and in that respect conditions are very much improved. But what I have in mind when I say that is this: first of all, as you know, the provinces are restricted in their field of taxation to direct taxation and that puts a very substantial limitation on the provincial finances. Secondly, we are glad to join in social services, in health services and things of that kind which are, as I understand, under the constitution the responsibility of the provincial governments. In certain cases the federal government has entered the picture and made contributions as in the case of the old age pension; but all these services are growing, and in the provinces they are adding more and more of them year by year and apparently the citizens expect the government to supply these services. With the limitations that are on our financial powers and fields of revenue it is simply impossible for a province such as ours to accept the responsibility of providing services which people generally seem to regard to-day as something the government should provide for them.

Mr. BRUNELLE: In respect to the improvements that have taken place in recent years due to better crops and things of that kind, would the claims which you made before that commission still stand?

Hon. Mr. PATTERSON: We feel that the principles we put forward were sound then and are still sound.

Mr. HILL: I would like to have an expression from you as to the responsibility of the federal government with respect to the rehabilitation of people who have been removed from Saskatchewan through national necessity to enter the labour field in Ontario and other parts of the east in connection with the production of war materials. Do you not think that is 100 per cent a national responsibility, to see that these people are replaced in Saskatchewan, and that that is an expense which should be borne by the national government where it was occasioned by a national necessity?

Hon. Mr. PATTERSON: I think it is a national problem.

Mr. HILL: Yes, a national responsibility.

Hon. Mr. PATTERSON: I would make it a national responsibility.

Mr. HILL: I mean, financially, of course.

Hon. Mr. PATTERSON: I think the provinces generally are prepared to do their share, I know ours is.

Mr. HILL: To pay your proportion of the cost.

Hon. Mr. PATTERSON: We feel that perhaps because of certain handicaps, shall I say, that we suffer most—in regard to our location, for instance—

Mr. HILL: And your lack of industries.

Hon. Mr. PATTERSON: That maybe we ought to have certain—

Mr. HILL: More assistance.

Hon. Mr. PATTERSON: More assistance; or some policy adopted nationally which will improve the condition of our people.

Mr. HILL: It should be much easier for Ontario and Quebec to replace their people than it would be for a province such as Saskatchewan.

Hon. Mr. PATTERSON: Yes.

Mr. CASTLEDEN: The important point, I think, is recognition that the whole thing hinges on finance, that proper social conditions relate directly to

farming and the condition of farming, that farming is your greatest source of income—that is, Saskatchewan activity is perhaps 80 per cent agriculture—and unless the income of the farmer is—as you point out, on page 29 of your brief—such that he gets markets with remunerative prices you are going constantly to have to ask for greater assistance from federal sources. When you ask for stabilized floor prices you are not just talking of ham and beef, but floor prices on hogs and cattle and all the things that the farmer produces. If the reconstruction period is to be effective for Saskatchewan the object must be the achieving of a fully adequate standard of living by the people living there. It is felt that this can be achieved only by the best and most economical utilization of the resources of the province using that term in its widest and most comprehensive sense. Then, going on to the outline of the various resources, I would like to know, with reference to page 11, what revenue you have received from this export of lumber? What is the annual income so far as the provincial government is concerned from its timber resources?

Hon. Mr. PATTERSON: I am afraid that I cannot answer that question offhand. Our revenue from the Department of Natural Resources is—now I am speaking from memory—something over a million dollars. That represents the dues collected on stumpage—I think that is what they call it with respect to lumber—and the royalties on minerals and on furs. There is no tax or royalty collected on fish. Of course, that is a revenue of the province and goes into the provincial treasury. It would be very difficult, of course, to estimate how much it means to the economic life of the province, the wages that are paid, the supplies that are purchased to carry out the lumbering operations and things of that kind.

Mr. CASTLEDEN: Have you got the number of people employed in the lumber industry; it is a seasonal occupation largely, is it not?

Hon. Mr. PATTERSON: It is seasonal. A great many of our woods operations are carried out by men who live on the farms in the summer time and go into the woods for the winter. It is not a full-time job for any substantial number of people but it does give a good deal of employment. Then the situation is similar with respect to coal from the mines around Estevan and Weyburn; they have from 500 to 600 of what you would call all-year-around miners, perhaps more in normal times, recruited from the farms and villages in the vicinity.

Mr. CASTLEDEN: And then there is a reference there to oil and gas. You are carrying on extensive research to find productive oil and gas wells; to what extent has that been carried out?

Hon. Mr. PATTERSON: I think it has been five years now that three different companies have been making a very very intensive geophysical and seismographic—I forget the technical terms—investigation over considerable areas, but so far without success. Speaking from memory I think these companies to date have spent something around \$2,000,000 in these investigations and surveys and in drilling. There are two or three wells that have been put down to a depth of something like 7,000 to 8,000 feet without any results to date. I think the practice is to take a considerable area and they make a survey running over two or three years. The first year they make what is called a surface exploration and then they make these geophysical and seismographic tests, and the third year they get around to the actual drilling. After they have thoroughly examined and studied the fields, if they make no discoveries they move on into another territory. I do not know what the total territory they have gone over amounts to, but it extends from Regina south to the American boundary and west I think perhaps nearly as far as Swift Current—

Mr. McNIVEN: And east nearly to the Manitoba boundary.

Hon. Mr. PATTERSON: Yes, I was forgetting that. Another firm down there has done a good deal of work in that general direction.

Mr. CASTLEDEN: Does the provincial government lease these lands?

Hon. Mr. PATTERSON: There is an arrangement; it is not exactly a lease. There are complications; part of the land is crown land with mineral rights as part of it, and other parts of it are lands with respect to which the mineral rights belong to the owners of the surface rights.

Mr. CASTLEDEN: As far as the provincial government is concerned does it get any income from these leases?

Hon. Mr. PATTERSON: If it comes into production.

Mr. CASTLEDEN: But not otherwise?

Hon. Mr. PATTERSON: In connection with the surveys we are not making any expenditures, the companies are spending the money themselves in exploring the lands to which I have referred. If production is secured a certain royalty applies and a certain percentage of that would come directly to the province. That is a condition of the agreement under which they operate.

Mr. CASTLEDEN: To what extent have leases been issued; I mean, what is the acreage involved?

Hon. Mr. PATTERSON: I do not know that there is any very large acreage that has been actually leased. Most of the development work, as I said, has been done under this plan whereby we reserve a certain area and give these companies the right to go in and make these surveys. If production is achieved they agree to pay certain royalties, and there is a certain division of the production, or the revenue, as between the land owned by the crown where the mineral rights are owned by the crown and the land privately owned where the mineral rights belong to private individuals. The percentage varies. In some parts of the province the mineral rights are vested largely in the crown, while in some of the older areas—

Mr. CASTLEDEN: That is, in the federal government?

Hon. Mr. PATTERSON: No, the province. In some of the older areas where the mineral rights went with the surface rights the benefits would go to the individual owning the surface rights. Then, too, you will find some areas where perhaps the mineral rights are 50 per cent owned by the crown and 50 per cent owned by private individuals and others where the mineral rights are almost 100 per cent vested in the crown.

Mrs. NIELSEN: As a supplementary question to the matter which is under discussion, can you tell me what amount of land has been reserved for the Imperial Oil Company in the northern part of the province?

Hon. Mr. PATTERSON: So far as I am aware there have been no reservations of any kind made in that section of the province; I think I am correct when I say, no reservations at all.

Mrs. NIELSEN: Is it correct that the tar sands of Alberta extend over to the northern part of Saskatchewan?

Hon. Mr. PATTERSON: Oh, yes, there is an extension of the northern Alberta tar sand area over into the province of Saskatchewan.

Mrs. NIELSEN: Is anything being done to develop that?

Hon. Mr. PATTERSON: No, because they have not yet found any commercial plan for treating the oil sands that are right at the railway at MacMurray and of course until that is achieved it would seem futile for us to endeavour to go and do anything miles and miles from rail head.

Mr. GILLIS: Mr. Chairman, before Mr. MacNicol starts pleading for Saskatchewan I would like to say just a few words. The brief is very com-



prehensive, and like every brief presented from the different provinces to date I think the Saskatchewan government have indicated that they know what they would like to do; but this brief like the rest of them leaves a big fog in the minds of the members of the committee; and the function of this committee is to probe post-war employment possibilities. Mr. Patterson has given us one definite assurance and that is that in so far as he can see of the 70,000 in the armed forces the possibilities as they stand now are that there will be unemployment for 30,000 of them. That could be eliminated provided the federal government will make available the necessary financing to carry out the programs outlined in the brief, and no one will or can say whether that will be done or not. Mr. Patterson also makes the observation that they rely to some extent on private enterprise in the province to be helpful in taking up the slack. And now, the brief speaks for itself on that question; and I think they are being anything but helpful and encouraging. On page 4 of the brief it is stated that the Labour and Industrial Welfare branch had contacted some 2,893 private industrial operations in the province and that only 50 per cent of them had sent in replies. That very clearly indicates that with urging from government 50 per cent of them made some reply, but that 50 per cent are either not interested or not planning anything with respect to post-war.

Mr. McNIVEN: Perhaps they have not yet had a chance to send their replies in.

Mr. GILLIS: I am talking about the brief.

Mr. McNIVEN: They are I believe interested—

Mr. GILLIS: The war has been on for four years, and this committee itself has been sitting for the past two years and a half.

Mr. McNIVEN: This questionnaire was only sent out very recently.

Mr. GILLIS: This question of employment in the post-war period is the problem of this committee and has been for the past two and a half years. I am not talking about what they might do; I am talking about what they have done on the basis of the brief.

Mr. McNIVEN: I do not know, Mr. Chairman, where my hon. friend is leading, but we have the Hon. Mr. Patterson and Dean Cronkite here. The time is limited and we would like to get as much information from the witnesses as is possible rather than to hear an address by Mr. Gillis, one which has been heard a number of times before.

The CHAIRMAN: Just a minute now, Mr. Gillis is making a statement on a point that is definitely touched on in the brief. He says that some 2,800 were asked and that up to date—that is a word used in the brief—approximately 50 per cent have sent in replies.

Mr. HILL: But there may be some others coming in.

The CHAIRMAN: I think it is for the premier, who is a witness here to-day, to tell us whether the men in the industries concerned have had sufficient time in which to send replies or not—you and I do not know.

Mr. HILL: Then why does he not ask a question?

The CHAIRMAN: That is all right now. The premier can answer it if he wishes to, and he might like to rise now and tell us whether all the replies have been received, and what further replies they are expecting. There is no doubt at all that the brief states specifically that 50 per cent have already sent in replies. Perhaps the others have not yet had sufficient time in which to do so.

Mr. GILLIS: What I am leading up to, Mr. Chairman—

The CHAIRMAN: I would suggest, Mr. Gillis, that in view of the fact that we have not a very great deal of time if you state your point that should be sufficient without a long argument on it.

Mr. GILLIS: Certainly.

The CHAIRMAN: But I must rule that the point is clear, the brief says what has been indicated, but it does not indicate the surrounding circumstances. Only the witnesses can tell us that.

Mr. HILL: That is quite true, and Mr. Gillis could ask the question if they expect the other 50 per cent to reply.

Mr. GILLIS: What I am interested in as a member of this committee is to make sure that there is employment for at least the returned service personnel; and I have no intention of entering into an argument; I am merely stating the facts.

Mr. McNIVEN: You are always arguing.

The CHAIRMAN: Order, please.

Mr. GILLIS: I am stating the facts as set out in the brief, and if there is any way in which I can be helpful in offering suggestions that might remedy the situation, I think that is my function as a member of this committee. What I am stating now is not my opinion, it is in fact what the brief has told us, do you see. As the premier has already stated, he can see no way so far as their efforts are concerned—30,000 are still outside so far as employment is concerned—and he expressed the hope that private industry would be helpful. What I am doing now is trying to probe the possibilities and the helpfulness of private organizations in Saskatchewan; and I stated that 50 per cent had not either any plans or were not interested. That is my assumption because they have not replied. And now I think that when any of the government departments send out a questionnaire or a letter they are entitled to at least the courtesy of a reply. And, secondly, in that connection, as to the helpfulness of this particular branch, on page 5 of the brief it is set out—the third paragraph—that one of the companies (in the brief presented to the Reconstruction Council) stated categorically that if they were allowed to purchase the machine tools, equipment and raw materials in their possession for a nominal sum that perhaps it would be put to productive use and they could provide employment for some 400 odd people. Now, there is not much initiative there.

Mr. McNIVEN: Dean Cronkite explained that.

The CHAIRMAN: While you were out Dean Cronkite explained that section of the brief.

Mr. GILLIS: I was not out, I was here.

Mr. CHAIRMAN: You were here?

Mr. GILLIS: Yes, I was here. I heard his explanation. He said that what was meant by "nominal sum" would be in line perhaps with the cost of the equipment at the time of purchase or its replacement value; something like that. I am not arguing the point at all. The point I am making is that there is no initiative; that if someone will make available the machinery and will guarantee me a market—I imagine anyone would go into business on that basis. And, from the attitude of your industrial set-up in Saskatchewan I am led to believe that there is not much hope for assistance in solving the problem of employment for the 30,000 odd ex-service personnel, and I imagine it will be added to because I think there will be a lot of your people back from the other provinces from the war industries. What I had in mind is this, that right now all these problems are being thrown on the federal government for the necessary financing, direction and planning; and in the individual provinces you have a very apparent difficulty there with respect to re-employment in the post-war period. If the government is going to accept full responsibility for financing, planning and all the risk involved with any industrial establishment in the province, then I suggest that it should be planned and operated on a co-operative basis. I believe that if incentive and initiative are necessary the people themselves in the prov-

ince are going to give the lead, and that if we are going to take all the risk in developing some subsidiary industries for them I think it should be done on a co-operative basis in consultation with the people and managed directly by the government. The industrial development bank is a point in question. I am reasonably sure that those who now dominate and control the major industries in Canada, and who centralize control in this area, will also be the people who will say what subsidiary industries are going to be applied and how they are going to be developed; but I think there is very little to look for in the way of the development of subsidiary industries in either the extreme eastern provinces or the western provinces through the medium of the industrial development bank. My recommendation is that instead of looking exclusively to those who have failed in the past that we should consider developing on a co-operative basis in the post-war, to take up the slack of unemployment of the type that is set out in this brief. I am very glad that Premier Patterson made that point—because it is his brief that has been given to us—that as to the armed forces, they made an analysis of employment conditions and definitely tell us that that is what they are figuring on, that that is the situation which will be facing the ex-service personnel who are coming back, in so far as possibilities of employment are concerned.

Mr. McNIVEN: That is not what Mr. Patterson says.

Mr. GILLIS: It is his brief.

Mr. McNIVEN: No, the 30,000 is the figure mentioned by Dean Cronkite. As I understood it, he mentioned certain particular industries covering some 38,000 people, and that does not take into account all the rest of the people who will be coming back seeking employment; nor does it take into account opportunities for employment in banks, schools, office positions and scores of other types of employment.

Mr. GILLIS: This states that they have 70,000 in the armed services.

Mr. McNIVEN: And 38,000 of them will be taken up in two branches.

Mr. GILLIS: No, no.

Mr. McNIVEN: Yes.

The CHAIRMAN: Just a moment. I do not want to interrupt but it seems to me that I must. Once again I must call your attention to the clock. Time keeps passing. What I think Dean Cronkite said was that approximately 38,000 of the returning men and women would be taken care of definitely by circumstances which are now known, and that there would be approximately 30,000 who would come in in addition to those who would come from other provinces who would be taken care of if the recommendations made by Premier Patterson were carried out.

Mr. BENCE: As I understood the Dean he broke that total of 38,000 into specific categories indicating the people who would be taken care of under the present set-up.

The CHAIRMAN: And that amounted roughly to 38,000.

Dean CRONKITE: May I say a word or two, and may I explain the situation regarding the questionnaire sent out by the Reconstruction Council, to private industry. Frankly, it was not quite as perfect as we had hoped it would be and although we got very good co-operation, we got returns from some 50 per cent of those to whom it was sent, there were quite a few others who did not understand it adequately and many of them wrote to us and asked for information to assist them in preparing their replies. With respect to this whole question of the 70,000, I want to make it perfectly clear that so far as the Reconstruction Council are concerned they are not going to go on any pipe dreams. When we stated, as Mr. Bence quite properly indicated, 38,000, we merely meant that we could say with definiteness that that number were taken care of. At



the same time we should not lose sight of the field of employment opportunity which will be opened up by new garages and other business which will be opened up in the post-war period. For instance, if we wanted to, we could imagine how many new garages would be opened up. I know several of them and they would account for a good many people. Many will go to school. Many will take the places of old people and women. We were just mentioning those things that we could depend on as being definite. We could say that up to 38,000 people there were taken care of. I do not want to leave the impression that 30,000 people will be left unemployed. I do not believe they will be; and also, I do not believe that they will need a works program to take care of them; but those are all things in the realm of prophecy and I am not going to, anymore than Mr. Gillis would, attempt to predict what is going to happen sometime in the future. I have had considerable experience with questionnaire forms and returns and that sort of thing, and these perhaps were the best answers that we could have hoped to get. To many the questions were perhaps not clear and they wrote in and said, what do you mean by this or that. We did get a little over 50 per cent in completed form before this was compiled.

Mr. HILL: And of course there were a good many who did not answer your letter.

Dean CRONKITE: Anyway we got the facts from them. There were many who wrote in and said, what do you mean by this question or that question. We did not hear from all of them nor would we expect to. It would be most remarkable indeed if we did.

Mr. CASTLEDEN: Is there any unemployment problem in Saskatchewan?

Hon. Mr. PATTERSON: To all intents and purposes no, there is no unemployment.

Mrs. NIELSEN: On page 24 of the brief I see you state:

In the north of the province and extending to the Precambrian shield we have the gray wooded soil zone. There are 31 million acres of which 3 million acres are estimated as suitable for cultivation and which is at present only partially settled. Any extension of settlement would necessitate governmental assistance in clearing and otherwise preparing the land so that the settler might have a reasonable opportunity of becoming self-sustaining. Transportation and social services would have to be part of any settlement program.

Could you tell us just what has been done with respect to settlement up in that part of the province? We have a veterans' settlement and re-establishment scheme up there, and you will recall that a number of families were removed from the drought areas and established up there, and that as well a good many persons on their own initiative went and took up land in that part of the province. Are you contemplating the introduction of any settlement scheme in that part of Saskatchewan; and if so, would it be similar in type to the veterans' land settlement and re-establishment scheme now being carried on by the federal government?

Hon. Mr. PATTERSON: Well, of course, the Veterans' Land Act is administered by the federal government. I do not know definitely what their policy is in detail, but I do not think it is the intention to settle returned men in that section of the province. From what I know of what has been done to date they have selected certain areas of the province and then have been concentrating on securing land in those areas and I would doubt very much whether they have in mind settling returned men in the gray soil region.

Mrs. NIELSEN: Do you think that that area is fit for settlement of any kind? Would you suggest that it was an economic unit of production to have people settle on a quarter-section farm in that area even if they do have the

railway which might be brought in at Meadow Lake—even so, do you consider that a small quarter-section farm in such an area would be an economic unit of production and one which we should encourage in Saskatchewan?

Hon. Mr. PATTERSON: Of course, I cannot give a Yes or No answer to that question. As you know, individuals vary greatly and some people are content to settle on a quarter-section and although they will not make a great deal of money still they get along and are satisfied. I would like to say that I agree generally that a quarter-section in that part of the province with that type of soil is not an economic farm unit; I believe it is not a farm unit that will provide a reasonable standard of living for the people on it. You cannot categorically say that it cannot be done or should not be done.

Mrs. NIELSEN: If it is not an economic unit why were these settlers put up there at one time?

Hon. Mr. PATTERSON: I cannot answer that question. As a matter of fact, the larger percentage of them went there on their own initiative, and it was after they got there that they became a problem for the government. Those that did settle there, moved there in the first place, did so prior to my government coming into office, and I cannot answer for them. Actually a very large percentage of them left the dried-out areas of the south and went up north on their own and when they got up there and got squatting here and there they became a problem which the government had to take over and attempt to settle in a way that gave them some opportunity at least of becoming self-supporting, and a very considerable percentage of them have become self-supporting.

Mr. CASTLEDEN: I see here, "the potentialities of the coal deposits for briquetting plants similar to the one now at Bienfait should also be investigated as well as the possibilities of plastics and other by-products." Has something not been done in that regard?

Hon. Mr. PATTERSON: Of course, there is a briquetting plant now in operation at Bienfait which I understand has been quite successful. But there are suggestions that in addition to the individual briquetting of coal from our lignite there are possibilities along the line of production of creosote and plastics and things of that kind.

Mr. McNIVEN: Dyes and chemicals.

Hon. Mr. PATTERSON: Yes, many by-products from that coal.

Mr. CASTLEDEN: The provincial government spent some money on research in briquetting, did it not? How much did it spend?

Hon. Mr. PATTERSON: The Lignite Utilization Board was established by the government of Canada I think in about the year 1917 or thereabouts, and the province of Manitoba and the province of Saskatchewan contributed 25 per cent each and the dominion government contributed 50 per cent of the amount that was expended by that Lignite Utilization Board which carried on its activities over a period of years. That was all before my entry into public life. They made the necessary engineering and chemical tests and built pilot plants and tests and trials and they finally built a full-scale briquetting plant at Bienfait. I believe the total expenditure must have been in the neighbourhood of \$1,000,000, because Saskatchewan's share was \$250,000, and that represented the 25 per cent. That plant was sold to a concern which undertook to operate it and make briquettes, but it was not successful, and the undertaking remained idle for a great many years, and it was then in turn bought by another company that had developed some improvements or some new process in the making of briquettes, and that company bought the old plant that had been standing there idle for perhaps fifteen or twenty years, and they utilized it, they rebuilt it and reconverted it, and they utilized this

newer process that was discovered, and for about four years I think they have manufactured briquettes on a very substantial scale and I think they have been successful from a financial point of view.

Mr. CASTLEDEN: What did Saskatchewan get out of the sale of its share?

Hon. Mr. PATTERSON: We did not get anything. The Lignite Utilization Board was a board set up by the government of Canada with contributions from Manitoba and Saskatchewan, to investigate the possibilities of utilization of lignite coal in this manner. When they had accomplished that and thought, as they had thought, that they had developed a commercial process—which proved afterward not to be the case—that completed the duties and the functions of that board.

Mr. GILLIS: Is that plant a low temperature carbonization process?

Hon. Mr. PATTERSON: I could not answer that question.

Mr. GILLIS: Is it the only one in Canada?

Mr. MacNICOL: It is the only plant of that magnitude doing the same work. There are some other small plants.

Mr. GILLIS: Not in operation.

Hon. Mr. PATTERSON: The present briquetting plant almost since it started out rebuilding and reconverting with whatever change in process was evolved and put into operation has been operating, I think, practically a capacity business.

Mr. McNICOL: There are several different briquetting plants, but outside of certain small plants, that is the largest plant, and the by-products are extracted too.

Hon. Mr. PATTERSON: It is the only plant in our province.

Mr. GILLIS: I am interested in it because I happen to be a coal miner. I know from the coal mining aspects that there are difficulties, but have you found that it has been an asset to the coal mining industry in your province?

Mr. McNIVEN: Oh, yes, definitely.

Mr. MacNICOL: Oh, yes, they sell all the creosote.

Mrs. NIELSEN: I noticed a while ago in the *Economic Analyses*, which is one of the publications of the dominion government, there is an article giving various figures for the last census, and that article mentions the fact that Saskatchewan had the highest percentage of farms operated by tenants in 1941, namely 24.3 per cent. I noticed in a newspaper recently that a survey is being held in the province of Saskatchewan and that fifty rural areas are being surveyed by the Provincial Mediation Board. Now, the idea, I believe, is to find out to what degree the farmers of Saskatchewan have been able to pay off their mortgages and take back their own farms, and I was wondering how this survey is being made. After all, it seems to me that if a survey is going to be useful it should include all the farms in Saskatchewan and not fifty rural areas, because such a report is going to be false unless it takes in all the farms. I wonder how the survey is being made. Are they checking over the Land Titles Office records or taking into account the amount of unsecured debt as well in their estimate? Would you give me some idea?

Hon. Mr. PATTERSON: The survey is being made for the whole of the province. As I indicated at an earlier stage to-day there are 302 rural municipalities in Saskatchewan, and then we have a number of what we call local improvement districts. They are rural areas where local municipal governments have not been set up. Those areas are administered by the provincial department of municipal affairs. Now, forms have been prepared and sent to every secretary of every rural municipality and to the departmental official who is in charge of each local improvement district. When all of these are



received there will be a complete record of the entire province. The figures that were referred to in the press were the reports of the first fifty returns made by municipal secretaries. Subsequent figures have been given out for the first 100. When the survey is complete of course the figures will apply to the whole province. I may say that so far as the fifty not being representative of the province is concerned, the figures that the first fifty reports established were confirmed when the second fifty were added. That is, the general percentage was the same from the reports obtained from 100 municipalities as from reports obtained from fifty municipalities. These were not selected areas; those replies were from municipal secretaries who happened to be a little more prompt in making their replies and getting their information in, but they were from all sections of the province and they represent a cross-section of the province, and I am satisfied that when their complete returns come in they will represent the complete picture. In the meantime the returns that have been received are a proper cross-section and give us a very good idea. The municipal secretary virtually takes the census of his municipality. In the first place our rural municipalities are not very large and the municipal secretary, generally speaking, knows everybody in his municipality personally. He has a great deal of information already in his office regarding the title to and the occupancy of the land in his municipality. In connection with the acreage reduction bonus plan, for instance, the individual farmer made his application through his municipal secretary and he indicated the land he owned or had rented and that sort of thing, so that the municipal secretary can give a great deal of the information that this survey calls for without quizzing the individual farmer at all; but if he has to, he asks the farmer as to his land ownership or his tenancy or his farm debt. It is in respect to these matters that this survey is being made.

In so far as unsecured debt is concerned it is almost impossible to arrive at an accurate figure of unsecured debt. We can find out how much our farmers owe the implement companies because there is a small number of implement companies in business, and by getting the figures from those six or eight or ten or twelve companies we think we have the total farm debt. I may say that the situation has improved to this extent that while in 1937 the farm debt for implements was estimated to be \$28,000,000 it is now \$1,500,000; it has been almost extinguished. But debts to storekeepers and debts to private individuals of course cannot be definitely established.

With regard to figures for tenancy or the renting of land, I presume the same condition applies in other provinces. We have a great many cases like this: a farmer owns a certain acreage of land and he rents an additional quarter-section or an additional half-section or perhaps an additional section and operates it as one unit. He can be listed under one system of recording as a tenant and he is a tenant, but he is also a land owner. On another system he may be registered as a land owner, but the figures that have been obtained by the survey made to-day indicate that the number of tenants who do not own any land at all and are entirely dependent upon rented land is considerably less than most of us had anticipated, and that the number of farmers who own at least a part of their farm—all the land they operate—is very much larger than most of us had anticipated. At the present time, of course, there is a little more tenancy because of the number of men who have enlisted and in their absence the land is rented. Results in so far as cleared titles are concerned are also considerably better than the most optimistic of us had expected.

MR. CASTELDEN: Is that cleared by payments or cleared by the men giving up the mortgage?

HON. MR. PATTERSON: The number of titles in the hands of mortgage companies and land companies at the present time is comparatively small, and the number of foreclosures and that sort of thing is so small compared to the total

number of parcels of land that practically all of the clearing of titles is by reason of the men paying off their debts and getting discharge of their mortgages. In Saskatchewan in January and February there were 4,000 farm mortgages discharged.

Mr. CASTELDEN: Through payment.

Hon. Mr. PATTERSON: Yes, through payment.

Mr. MACNICOL: Mr. Chairman, I certainly do not want the committee to think that I have been looking for an advantage at all.

The CHAIRMAN: No, you have listened faithfully.

Mr. MACNICOL: I am sure that the questions I will ask the Premier and Dean Cronkite, together with the attention which the members of the committee through their questions have given to their presentation afford strong evidence of our appreciation of their presence here to-day. I examined the brief carefully, I read every word in it, and any little thing I will say will be said from the bottom of my heart. I am not speaking for anybody but myself. I desire to do all I can to help the province.

I take a little different position from some people outside with reference to the province of Saskatchewan. On page 31 of your brief you set out in clear, bold figures the position of Saskatchewan and why each and every province should be interested in re-establishing that great province. An examination of those figures proves that. The secondary industrial production in Saskatchewan is a little less than \$33,000,000. That is the third lowest position in the nine provinces notwithstanding the fact that your population is 8.39 per cent of Canada's entire population or the third highest position. Now, to me that indicates a position that the whole of Canada must take cognizance of. What can be done? I am going to cut out a lot of the questions I was going to ask, but as these gentlemen have come a long way to meet this committee I am sure that if necessary the members of the committee will be pleased to sit in the evening. However, I will deal with a few of the suggestions in the brief.

On page 4 I see the following statement near the top:

...works projects to provide for possible post-war unemployment when demobilization has taken place and war industries have slackened production.

Well, I have long taken the position, and I take it now as strongly as I can, that the whole of Canada will profit and advance if industry can be opened up in Saskatchewan to a much greater degree than it is to-day. Many pertinent questions have been asked to-day about price levels and Saskatchewan industry and the use of certain war industry plants after the war. To my way of thinking the No. 1 program that the province of Saskatchewan should think of in regard to industrial expansion is the providing of cheap power. In one or two pages reference is made to power. I know something about industry; I was in big industry for many years; and I know very well that industrialists and those who put up the capital to create industry first obtain advice from the best engineers, to do what? To consider the problem of transportation, the accessibility of raw products and market, and the cost of power. Now, my good friend from Cumberland, Mr. Black, is an industrialist, I believe, or at any rate, he was, and he comes from a really fine industrial town, Amherst, Nova Scotia. In my day, the firm I was associated with sent large orders to boilermakers in Amherst; they made fine materials. What I want to indicate is that if one wanted to establish a boiler plant in Saskatchewan one of the first things that the people interested would inquire of your power commission might be: Can you supply us 2,000 horsepower immediately? Well, you might be able to supply one industry with 2,000 horsepower immediately, but how many industries could you supply? So I take a stand different from that of some people who say that it is

not Canada's business to place you in a position where you can do what is expected of you; I take the stand that it is Canada's business. And the cost of huge power developments is Canada's business too. I keep clearly before me large sums have been spent down here, and I endorse every dollar that has been spent—perhaps five or six hundred million dollars in canals, docks and channels and I will endorse another few hundred million if it is necessary for projects like the St. Lawrence development. But in the whole of the three prairie provinces of the west we have spent less than \$2,500,000 on such works. The development of canals in the east is part of Canada's business. And I have found everybody I have met ready and anxious to help rebuild Saskatchewan too as part of Canada's business but one of the first things needed is available power. You have mentioned Fort à la Corne where it is possible to produce power, it is a splendid place. I have pictures of the site taken by myself last summer; but you cannot produce power at Fort à la Corne—that is continuous maximum power—from the reservoir that can be built immediately west of the proposed 150-dam at Fort à la Corne. You have a great river provided for your province by God Almighty to help the province and the western country, but you cannot produce maximum, continuous power from the reservoir possible from a dam at Fort à la Corne, because such a reservoir would only extend about twenty miles up the river, be 1,500 feet wide, maximum depth of 150 feet, and that gives you about 10 billion cubic feet storage of water. That is what I had in mind when I objected earlier in the afternoon to diversion of water from the North Saskatchewan. You have to have reservoirs up the river and in Alberta too. If you take the waters out of the North Saskatchewan river for the 150 days in the growing season you would reduce the possible power production at Fort à la Corne, and after consultation with engineers in the west they said they would not be in favour of that. I am in favour of the program of my friend Mr. Quelch as far as Alberta goes, but that is beside the question. They can get all the water they need for that from the Red Deer river. Your project on the South Saskatchewan river would not interfere with them and would not interfere materially with Fort à la Corne. I know a good deal about engineering myself, and I would say in the most kindly way that I would oppose any diversion of the North Saskatchewan and I would go up there and try to stir up Edmonton, Battleford and Prince Albert and all the other North Saskatchewan river communities to oppose it; that is not interfering with my friend's special program of irrigation in Alberta. If the dominion government wanted to help to put Saskatchewan on its feet as a power province it would be in favour of the construction of reservoirs on that river right up in to the mountains.

I would build a dam immediately west of the junction of the North and South Saskatchewan rivers, and I would finish the dam that Prince Albert started in 1912 at LaColle rapids, and then tbandoned—I was at that dam. Two such dams would give you another possible five billion cubic feet of storage.

Hon. Mr. PATTERSON: You refer to the Prince Albert dam, 26 miles down the river from Prince Albert?

Mr. MACNICOL: Yes, 26 miles down the river.

Hon. Mr. PATTERSON: Oh, LaColle Rapids. You know there was a dam built at Prince Albert to provide a landing field for airplanes; that is the one you were referring to at LaColle.

Mr. MACNICOL: At LaColle. The abandoned dam, 28 feet high, would back the water up to Prince Albert. That would wash out the present dam near the city,—indeed, it has washed itself out. Then I would go up the river and build reservoirs, right up into the area mentioned by my hon. friend (Mr. Quelch) which I went over very carefully last summer and made surveys of many dam sites in the mountains where approximately one hundred billion cubic feet could be stored. With such reservoir capacity, the North Saskatchewan would



produce continuous power amounting to about 125,000 horse-power at Fort à la Corne apart from at several other sites. So, I support your proposal for a dam at Fort à la Corne. I strongly support that and your other proposal in the brief at page 27 which refers to the South Saskatchewan—I am in favour of the building of a dam at Saskatchewan Landing. I am in favour of it because it is an excellent site with a natural reservoir for I believe about 40 miles north from the river, it runs up into that area which is to be irrigated—I would not believe it myself had I not seen it. But I think the number one priority for the province is the building of a dam, if it is possible for it to be done, near Riverhurst to provide irrigation for the areas between Riverhurst, Regina and Moose Jaw, where you could irrigate 500,000 acres of land. I have here in front of me something which to me is very interesting. It is a reference to a statement issued by the city of Regina asking for the expenditure of some \$15,000,000 for all sorts of works, included in which is provision of water from a dam in the South Saskatchewan river at Riverhurst or thereabouts and which would with necessary works cost approximately \$9,000,000 or more. That is number one, and it is important. If you are going to be able to build two dams on the South Saskatchewan, then you should build a dam north of Cabri near Saskatchewan Landing, and one at Riverhurst. I think they both should be built, but of the two I would give priority to the one for Riverhurst, because if you don't do that I don't know what would happen in the event that you had a great fire at Moose Jaw. The city might be razed, the water supply is so low at times. I have a report here which was published by the city council indicating the need for more water. That is number one priority. I maintain that the province should have assistance in doing that work. I am assuming that the province of Saskatchewan could not do it, unless they had federal government assistance. I don't know any reason why the dominion government should not come forward as a post-war rehabilitation project and build, both of these dams on the South Saskatchewan.

The one at Saskatchewan Landing would have some special advantages, because there you would have a situation where the water would run off by itself without the necessity of power for pumping it, and it would run north all the way up as far as Tramping lake. There you could have a reservoir which would hold 100,000,000,000 cubic feet of water. It would be 100 miles long up river and would average 1,500 feet wide and would have a depth varying from 125 feet down so that you could have around 100,000,000,000 cubic feet of water with which the flow of the river would provide for all irrigation purposes, for all that million acres that you refer here. That would give material assistance to that very fine city of Saskatoon also providing water for the country west of there. At the same time the water available from the reservoir of a dam at that point would ensure the production of around 65 to 75,000 horsepower at that head. You cannot get industries until you are able to deliver cheap power and there is one place to produce it.

The proposed dam at Riverhurst, where the river bed is so much lower than the land itself, the water there would have to be pumped through a conduit. They are doing that sort of thing in Egypt, and they are doing it in Russia, and there is no reason why it should not be done out there. The bulk of the possible power at Riverhurst would be needed to pump the water over the height of land. Dams at Saskatchewan Landing, at Fort à la Corne would produce a lot of power. And dams at the two possible sites immediately west of the forks, I referred to, if supported by reservoirs on up river would supply about 15,000 horsepower. And a dam on the South Saskatchewan, south of the Forks, would back water right up to Saskatoon and provide perhaps another 15,000 horsepower.

The point I am making, Mr. Chairman, is this, it is Canada's business to put that great central province which has lost perhaps a hundred thousand of its citizens, in a position to take its proper place in this confederation, as the people there want to do. We know the place they have taken in the prosecution

of this war, and they can do the very same thing in the prosecution of the economic welfare of this country. I do not hesitate to say that the province of Ontario is well behind a program for the benefit of the people of Saskatchewan. So, I endorse your proposal for Fort à la Corne. In order of priority I would suggest that Riverhurst come first, and I would couple with that the construction of the dam at Saskatchewan Landing, because those two cities of Regina and Moose Jaw are entitled to far more than they are getting to-day.

You mentioned railways; one you mentioned was the Carrot river—that should be built to open up that magnificent country. I was there last summer. It goes along the South Saskatchewan river to The Pas, and you follow the river to The Pas. To go to Prince Albert from The Pas by rail you have to come back down to Hudson Bay junction and it takes you a day to get as far as Prince Albert. This proposed road would connect up The Pas with Nipawin and you would be able to do that in a short time. I think that should be undertaken. Then, your proposal for the Meadow lake extension—the railways have done a lot for this country, I am not one to condemn the railways in any way whatever but someone is responsible for sending these railways up into the north country and ending them nowhere. They should have continued on from Meadow lake to Lac Labiche and have connected up with Athabaska Landing and Fort Smith and Peace river and then across—through the riding of my hon. friend, the chairman (Mr. Turgeon) Caribou—and over to Prince Rupert. You recommend that in your brief and I think that should receive most favourable consideration.

If you are going to build Prince Albert, and you should build it, it is your most northerly big town in Saskatchewan, as you most aptly said, to take care of the whole area right up to lake Athabaska and open up that country you should have an air terminal there, a big air terminal as well as a big railway terminal. Prince Albert ought to be on any Dominion of Canada aviation program to connect with all those gold mines up in the lake Athabaska district.

You mentioned P.F.R.A. P.F.R.A. has done a fine job. I do not know of any body of men who have done a better job with means at their disposal than P.F.R.A. Look at what they have done with small irrigation programs, and dug-outs. That has been fine. They have agreed on 10,000 other projects which should be developed. Why should they not be developed now? You don't ask how many million the P.F.R.A. require—they ought to have another \$10,000,000 to build these 10,000 projects. I do not believe there is a man or woman in the country who would object to those projects being carried out. A part of your prosperity is the result of what George Spence and his associates have done. I want to mention his name, he is a capable enthusiast of western development, and anything I can do in raising my voice to support him I shall do apart from any diversion from the North Saskatchewan.

I think perhaps I have kept you long enough, Mr. Chairman; but I should have liked to have gone a good deal further. I will just summarize.

Saskatchewan has to have cheap power in abundance. That is a national business. Some people talk about Ontario to-day—dear old Ontario, I love Ontario, they rise up to anything they are called upon to do and they deserve censure from nobody, they deserve nothing but praise all along the line. We are producing or burning up to two and one-half million horsepower of electricity in Ontario and if we had not had that power on hand where would the war industries have been. Fortunately the power was available and you only had to ask for more power and the Hydro said we can give it to you. Canada could never have done what she has done otherwise. Nobody in the western provinces are opposed to that. And the same problem faces you in the development of business in the west. And I endorse, and I am sure the whole committee will endorse, anything that will help put you on the map properly.

Now, I am making a suggestion. I do not want anyone to think that I have not the very highest regard for all the provinces. My friend here from Amherst, and his province—when the occasion comes up I have a program for him too; but just at present it is the Saskatchewan program with which we are dealing but I want to say this to you, if you ever expect to have secondary industry, your number one objective should be the production of cheap power, and as I said, Canada should come forward as a whole to help you get it. Without cheap power you will not be able to establish big industries in Saskatchewan. The member for Regina, the member for Saskatoon, and the member for Long Lake—all the Saskatchewan members have repeatedly asked, why cannot we have processing plants in Saskatchewan processing a lot of our products and a lot more besides? You cannot do it in a big way, until you have cheap power. So that is why I say number one priority is the production of cheap power. In order to obtain that I would suggest the construction of hydro power projects, one at Fort à la Corne and one at Saskatchewan Landing and at Riverhurst and you would get more power on the Saskatchewan west of Prince Albert—and more from coal at Estevan; would that be any opposition against production down here where we have presently two and a half million horsepower with another million in the offing, or rather another million and a half in the offing? No, sir; we want to help you. As an Ontario man I want to raise my voice all I can to help your province to build it up. It should have a million and a half or two million people, and the sooner it has that number the better it will be for the whole of Canada. That would mean more new business for your people out there as well as for us down here. This country cannot stand still. As you very well know, and as the whole country knows, if your people progress it will help not only yourselves but the whole of the country as well. I think I can assure you, Mr. Premier, that this committee will be unanimous in supporting any reasonable proposals put up by your province that will lead to prosperity. When I was down in the Maritimes I saw one of those big factories to make brushes. That was the brush factory in Saint John, and I saw those brushes all over the west. And I saw eastern made shoes all over the west. Prosperity in these western provinces will help the whole of Canada, just the same as in Ontario if we can get a population of six million or eight million, we would be that much larger buyers of western products.

I am now going to close. I am sorry if I hurt the feelings of my hon. friend from Acadia (Mr. Quelch). If I might digress I want to say that I am 100 per cent behind the development of reservoirs on the Red Deer river which would be ample to irrigate 427,000 acres in his part of the Alberta province. I would like to explain that when I said that I was sorry he referred to North Saskatchewan river diversion I meant this, that this brief simply mentioned irrigation projects for Saskatchewan alone. And in that connection I would like to call to your mind the proposed damming of the Clearwater river, which I examined carefully. These proposed dams on the Clearwater are 400 miles away from where you are going to deliver the water, and I would say it doesn't seem sound to me because you cannot take water 400 miles across sandy land, land that is crying out for water and expect to get much of it after it flows 400 miles. I would rather support the program mentioned in this brief, a dam near Saskatchewan Landing—there you have a natural reservoir for 40 miles—would it be that?

Dean CRONKITE: It would be all of that, it is a little over 50 miles.

Mr. MacNICOL: That is wonderful, halfway to Trampling lake as well as in the river itself. And with the money if available to do the job you can do it for much less money than you could dam the Clearwater, the North Saskatchewan up at Rocky Mountain Horse and then take the water across 400 miles of sandy country. I dislike to criticize any program. But if you



had 50 engineers you would have 50 different programs. I know a lot about engineers and their reports, and programs of this kind.

And now, Mr. Chairman, this whole program in the brief calls for an expenditure of \$175,000,000. It is a ten-year program and that would be only \$17,500,000 a year. That is not much for this country to put up in co-operation with your province. Your province is entitled to it. It is one of the most peculiar provinces in all of Canada. Manitoba and Alberta have ample power to develop, they have an abundance of potential power to start with. Your province is the one province of Canada which is very largely prairie.

Someone said something about coal. I must not close without mentioning that because I think it is an important natural resource for your province. You have a big production of coal Bienfait near Estevan, that is an interesting type of coal, one with respect to which I made a careful examination when I was there and I might tell the committee that I was greatly pleased with what they are doing. With reference to coal I hope that after the war an effort will be made to take coal in large quantities for use in the west. Manitoba particularly should be able to take care of considerable volume. We need a very carefully thought-out national coal program which should be put into effect with the object particularly of supplying the Manitoba and Ontario market. At the present time Manitoba gets much of her coal from the United States—and don't let anybody think that I have anything but admiration for the United States—but I think Manitoba should get her coal supply from Saskatchewan instead of bringing it as they do in boats up the head of the lakes and by rail from there to Winnipeg. It takes a national program to handle a matter of that kind. It takes sound business judgment to think things of that kind out, to provide the necessary storage and handling facilities. And I would do the same for Alberta. And I am going to advocate that the city of Toronto provide storage sheds in Toronto so that we can bring down coal from Alberta in train loads. It is the kind of coal that must be kept under cover; why should we not keep it under cover. I believe that this whole country ought to be working together, not the west, not north, not south, not east, but as Canadians all, and working together to build up this country; and our purpose as far as we are presently concerned is to help to build up Saskatchewan. And I for one and I think I can speak for the committee have examined the brief very carefully. It is really a fine brief. I had proposed to elaborate a little bit on the power project end of it, because as a business man there are a lot of things that I might contribute; but I close with this, your number one priority outside of wheat—which in itself is a wonderful product—your number one priority is to try to formulate a program to produce cheap power in your province, which is going to cost some money; and the dominion government should be associated with you in the construction of these reservoirs and in putting in the facilities to ensure a continuous supply of cheap power.

THE CHAIRMAN: If there are no further questions, Mr. Premier and Dean Cronkite, may I express to you on behalf of the committee our appreciation first of your coming, and secondly of the nature of the brief that you prepared for us, and thirdly of the excellent and patient manner in which you have presented the brief and answered the questions. I am certain we are all better informed now of conditions in Saskatchewan and of what might be necessary to improve them after the war than we were before and we are gratified at having you here.

Hon. Mr. PATTERSON: Thank you very much, Mr. Chairman; and may I say for Dean Cronkite and myself that we are very appreciative of the attentive and sympathetic hearing that we have received from yourself and the members of your committee; and it is encouraging to feel that members of the House of Commons from parts of Canada far distant from Saskatchewan

are so keenly and so sympathetically interested in the problems that are peculiar to our province. I am sure that the post-war problems which will be evidenced in all parts of Canada are all approached in this spirit the solution may not be so difficult a task as may at the moment appear.

Thank you very much, sir; and, thanks to the members of your committee.

The Committee adjourned at 5:35 o'clock p.m. to meet again at the call of the chair.





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DEPT. OF POLITICAL SCIENCE  
UNIVERSITY OF TORONTO  
SESSION 1944  
HOUSE OF COMMONS

*Canada, Reconstruction & Re-establishment  
of the 1944*

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(SPECIAL COMMITTEE

ON

# RECONSTRUCTION AND RE-ESTABLISHMENT

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 6

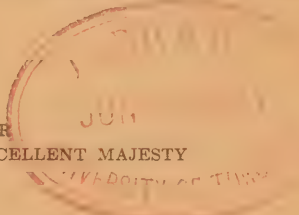
THURSDAY, APRIL 27, 1944

## WITNESSES:

Mr. Victor Meek, Controller and Chief Engineer of the Dominion Water and Power Bureau, Department of Mines and Resources.

Mr. D. W. Hays, Manager, Canada Land & Irrigation Company, Medicine Hat, Alberta.

OTTAWA  
EDMOND CLOUTIER  
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY  
1944



### ORDER OF REFERENCE

FRIDAY, 21st April, 1944.

*Ordered*,—That the name of Mr. Rickard be substituted for that of Mr. McKinnon (Kenora-Rainy River) on the said Committee.

*Attest.*

ARTHUR BEAUCHESNE,  
*Clerk of the House.*

## MINUTES OF PROCEEDINGS

THURSDAY, April 27, 1944.

The Special Committee on Reconstruction and Re-establishment met this day at 11.00 o'clock, a.m. Mr. J. G. Turgeon, the Chairman, presided.

The following members were present:— Messrs.: Bence, Bertrand (*Prescott*), Black (*Cumberland*), Brunelle, Castleden, Dupuis, Fraser (*Northumberland*), Gillis, Hill, Jean, MacKenzie (*Neepawa*), MacNicol, McDonald (*Pontiac*), McNiven, Marshall, Nielsen (*Mrs.*), Purdy, Quelch, Rickard, Ross (*Calgary East*), Sanderson, Turgeon and Tustin.—23.

The Chairman introduced the following witnesses:—

Mr. Victor Meek, Controller and Chief Engineer of the Dominion Water and Power Bureau, Department of Mines and Resources;

Mr. D. W. Hayes, Manager, Canada Land and Irrigation Company, Medicine Hat, Alberta.

Mr. Meek was then called. He made a presentation respecting irrigation projects in Alberta, and was examined.

Mr. Hayes was called. He also made a statement and was examined.

By leave of the Committee, Mr. Blackmore, M.P., and Mr. Gershaw, M.P., examined the witnesses.

The Chairman thanked the witnesses who then retired.

On motion of Mr. Ross (*Calgary East*), the Committee adjourned to meet again at the call of the chair.

J. P. DOYLE,  
*Clerk of the Committee.*





## MINUTES OF EVIDENCE

HOUSE OF COMMONS,

April 27, 1944.

The Special Committee on Reconstruction and Re-establishment met this day at 11 o'clock a.m. The Chairman, Mr. J. G. Turgeon, presided.

The CHAIRMAN: We have with us this morning Mr. Victor Meek, of the Department of Mines and Resources, whose name is very well known to all of us who have been interested in water conservation, particularly with respect to irrigation in the prairie provinces. We also have with us Mr. D. W. Hays, who is Manager of the Canada Land and Irrigation Company. I am going to call on Mr. Meek first. Before I do so, however, I want to introduce our new member, Mr. Rickard, who is taking the place of the late lamented Mr. McKinnon. Mr. Rickard, we welcome you and are glad to have you among us.

Mr. RICKARD: Thank you, Mr. Chairman.

The CHAIRMAN: To Mr. Meek and Mr. Hays I may say, as I tell all witnesses, that you understand you will be subject to questioning at any minute, but I think you will find that you will be permitted to finish whatever you have to say, and then questions will follow. I will now call on Mr. Meek.

Mr. VICTOR MEEK, Controller and Chief Engineer, Dominion Water and Power Bureau, Department of Mines and Resources, called.

The WITNESS: Mr. Chairman, first I should like to say that I feel highly honoured in being asked to appear before your committee particularly to give some details of the St. Mary and Milk Rivers project. I have prepared a short statement just summarizing the main features of the project which, with the permission of the chairman, I think I might read. It will save time. Following my reading of this statement, I will be prepared to answer any questions.

The St. Mary and Milk Rivers project was investigated by a committee set up by an order in council in 1941. The committee consisted of Mr. George Spence, representing the Department of Agriculture; Mr. W. E. Hunter, for the Department of Finance; and myself, for the Department of Mines and Resources. Associated with us were representatives of the Alberta government, Honourable D. B. MacMillan, Honourable N. E. Tanner, and Mr. P. M. Sauder. After a thorough study of all aspects of the proposals over a period of a year, a report was submitted in 1942. I may say that in our investigations we were assisted by a great number of irrigation experts and engineers in the province of Alberta; among them was Mr. D. W. Hays who is with us to-day. This report has been printed, and I understand Mr. Spence filed a copy with your committee last year. I shall be very glad to supply any additional copies that may be required.

The proposed St. Mary and Milk Rivers development is an irrigation project designed to use Canada's share of the international streams crossing the boundary in southern Alberta. The St. Mary river rises in Montana, flows across the boundary into Alberta, joins the Oldman river near Lethbridge and eventually empties into Hudson Bay. The Milk river rises in the foothills of the Rocky mountains in Montana, crosses into Alberta, flows east for 125 miles, then returns to the United States joining the Missouri river and eventually emptying into the Gulf of Mexico. The St. Mary river, rising in high mountains and being fed by melting snows and glaciers, has a much steadier and larger flow than the Milk river. The average annual discharge of the St. Mary river is 610,000 acre feet and of the Milk river 110,000 acre feet.

*By Mr. MacNicol:*

Q. Per year?—A. Yes, per year.

Referring to this map, this is the international boundary. The St. Mary river rises in Montana in the St. Mary lakes, and the glaciers behind them in the high mountains, flows north across the boundary into Alberta, joining the Oldman river near Lethbridge and then flowing east and eventually down through Lake Winnipeg and into Hudson Bay. The Milk river rises very close to the St. Mary river in the foothills of the Rockies. The water supply is not so dependable. The Milk river also flows north and across the boundary about twelve miles east of the St. Mary river crossing. Then it turns east and follows roughly nine or ten miles north of the boundary for a distance of 125 miles where it crosses the boundary again into the United States, eventually joining the Missouri river and the Mississippi and thence down to the Gulf of Mexico.

*By Mr. Black:*

Q. Does that take in any Canadian waters while passing through Canadian territory?—A. The Milk river?

Q. Yes.—A. Yes.

Q. Does any Canadian water join it after it crosses again?—A. Yes, the eastern tributaries from the province of Saskatchewan.

As to the colours on this map, the green shows the area which is already developed, under irrigation. This part in Alberta in the green shows the area developed. In the United States the area developed is a long, irregular tract of land in the Milk river valley. It extends for probably 150 miles from Chinook down to Nashua.

*By Mr. MacNicol:*

Q. What did you say was the acre feet capacity of the St. Mary and Milk rivers? You gave the figures but I did not write them down.—A. The St. Mary is 610,000 acre feet and the Milk river is 110,000 acre feet.

Q. The Milk river is 110,000 acre feet?—A. 110,000, just in round figures. One is about six times the other. Continuing:—

In addition the project is designed to utilize the available water supply in the Waterton and Belly rivers. These two streams also rise in the United States, but fortunately for Canada they cannot be economically used for irrigation purposes south of the boundary.

The St. Mary and Milk rivers can be used for irrigation in both Canada and the United States, and the division of these waters has been the subject of controversy between the two countries. In 1901 the Alberta Railway and Irrigation Company—that is a Canadian company—constructed a canal from the St. Mary river in Canada to irrigate lands in the vicinity of Lethbridge. About the same time the Reclamation Service in the United States began the construction of a canal to divert water from the St. Mary river in Montana to the Milk river to irrigate lands in the lower Milk river valley. That is, they constructed a canal from the St. Mary river over to the headwaters of the Milk river, allowing it to flow through Alberta into Montana to irrigate these lands in the Milk river valley. The Canadian canal is from Kimball down to Lethbridge.

*By Mr. Black:*

Q. When was that done?—A. That was done about 1902; that is when it was begun.

Q. Has that been completed? When did the work of diverting the water begin? You say it started in 1902. How long did it continue, and has it been completed, as far as what the United States' authorities contemplate doing is concerned?—A. Well, I cover that pretty well at the end of my presentation. But it has been completed.



Q. All right, then.—A. Continuing:—

Controversies over this conflicting use finally resulted in the inclusion of article VI in the Boundary Waters Treaty of 1909 between Great Britain and the United States.

This article is somewhat ambiguous and reads as follows:—

The high contracting parties agree that the St. Mary and Milk rivers and their tributaries (in the state of Montana and the provinces of Alberta and Saskatchewan) are to be treated as one stream for the purposes of irrigation and power, and the waters thereof shall be apportioned equally between the two countries, but in making such equal apportionment more than half may be taken from one river and less than half from the other by either country so as to afford a more beneficial use to each. It is further agreed that in the diversion of such waters during the irrigation season, between the 1st of April and 31st of October, inclusive, annually, the United States is entitled to a prior appropriation of 500 cubic feet per second of the waters of the Milk river, or so much of such amount as constitutes three-fourths of its natural flow, and that Canada is entitled to a prior appropriation of 500 cubic feet per second of the flow of St. Mary river, or so much of such amount as constitutes three-fourths of its natural flow.

The channel of the Milk river in Canada may be used at the convenience of the United States for the conveyance, while passing through Canadian territory, of waters diverted from the St. Mary river. The provisions of article II of this treaty shall apply to any injury resulting to property in Canada from the conveyance of such waters through the Milk river.

The measurement and apportionment of the water to be used by each country shall from time to time be made jointly by the properly constituted reclamation officers of the United States and the properly constituted irrigation officers of His Majesty under the direction of the International Joint Commission.

In 1912, when the accredited officers of the two countries attempted to apportion the water in accordance with the treaty, a difference of opinion immediately developed with respect to the interpretation. The Canadian contention was that the water to be divided was the total flow of the two rivers and tributaries as measured at the mouth and that the priority of 500 second feet should be set aside first and the balance divided equally. The United States contended that only the water crossing the boundary was to be divided and the priority was to be included in the equal division.

This matter was referred to the International Joint Commission for decision and was the subject of numerous hearings over a period of ten years. On October 4, 1921, the commission finally unanimously agreed on an order giving detailed instructions for the apportionment. The order was in the nature of a compromise, upholding the Canadian contention that the priorities were to be set aside and not included in the equal division and upholding the United States contention that the waters to be divided were only those which crossed the international boundary.

The Canadian government has accepted this order as a final settlement of the problem but the order has been the subject of protests from United States interests. In 1927 the United States government represented to the commission that it was not receiving an equal share of the St. Mary river under the order of 1921 and requested that the apportionment be reopened. The commission heard argument for and against reopening by the legal representatives of the two governments—Canada contending that a reopening should

only result from new conditions arising which were unforeseen at the date of the final order. This matter is still in abeyance before the commission.

In the meantime the United States has proceeded with a construction of storage and diversion works capable of making full use of its share and probably a portion of the Canadian share. That is, the United States have constructed a reservoir, the Sherburne reservoir to store waters of the St. Mary river, then a diversion canal from the St. Mary river to the Milk river. Recently they completed the Fresno reservoir on the Milk river south of the boundary line which is capable of storing both the water which they divert from the St. Mary and any water in the Milk river including any of the Canadian share of the Milk river which is not used. They have expended over \$8,000,000 on the project, including an interior reservoir, the Nelson reservoir, near Saco, to irrigate 124,000 acres in the Milk river valley in Montana, which amounts to \$70 per acre. On the other hand, Canada is only using a portion of its share of the St. Mary river and practically none of its share of the Milk river. In the dry sections of both Canada and the United States where water is valuable for irrigation purposes, beneficial use is the basis of water rights. In other words, if a licensee ceases to use the water to which he is entitled his water right may be cancelled. While this rule may not apply to treaties it is probable that, if Canada does not construct the necessary storage and other irrigation works to use its full share within a reasonable time, we may expect a request from the United States for a revision of the commission's order of 1921. In order to protect its interest in the St. Mary and Milk river waters it is urgent that Canada proceed without further delay to construct the works required to put these waters to beneficial use.

Mr. BLACKMORE: May I ask a question now?

The CHAIRMAN: Mr. Blackmore would like to ask a question. Has he your permission?

Some Hon. MEMBERS: Yes.

The CHAIRMAN: Very well. Proceed, Mr. Blackmore.

*By Mr. Blackmore:*

Q. I wonder why it was that the St. Mary and Milk Rivers Water Development committee reporting February, 1942, recommended that construction of these reservoirs should be deferred until after the war?—A. Because of the difficulty of getting men and material to do the work.

Q. That is not a satisfactory reason.

*By Mr. Castleden:*

Q. When does this agreement terminate, if I may ask?—A. Which agreement.

Q. Is it not an agreement whereby Canada is bound?—A. You mean the order of the commission dividing the water?

Q. Yes.—A. That has no termination.

Q. Are we not to take advantage of that within a certain definite period?—A. That has no termination. It is to be continued until varied or changed by the commission.

Q. There has been no limitation of time?—A. No.

Q. When was the agreement signed?—A. It was not an agreement. It is just an order of the International Joint Commission. Under the treaty, the International Joint Commission had the responsibility of dividing the water; they interpreted the section of the treaty dealing with the waters, and then finally issued that order in 1921 setting out the details of how the water should be divided.

Q. And Canada has done nothing since 1921 about taking her share of that water; I mean on the Milk river.—A. On the Milk river Canada is using

none of the water whatever, except for some small irrigation projects on the tributaries.

Mr. MACNICOL: I am sure what Mr. Castleden wants to know is what is going to be done to carry out that order, to construct reservoirs, in our case particularly on the St. Mary; and the answer is we have not done a single solitary thing except survey where a dam can be built in Mr. Blackmore's riding at Spring Coulee, is it not?

Mr. BLACKMORE: Yes; and talk abundantly about it.

Mr. MACNICOL: I saw it last summer.

The CHAIRMAN: Just a minute. I think it would be better if we did not get into a controversy among ourselves.

Mr. MACNICOL: I am right, am I not? You did some work?

The WITNESS: Yes.

*By Mr. McDonald (Pontiac):*

Q. Did I understand you rightly as saying that the American government had made use of their authority to construct a canal from the St. Mary river to the Milk river south of the boundary line?—A. Yes.

Q. They have completed that?—A. Yes. They have completed works which are capable of using practically the full share of the water in an ordinary year. I mean, in a flood year they would not be able to use it all. But Canada has done, since the date of the order, nothing to use its share.

Q. The United States have done their part?—A. Yes.

Mr. CASTLEDEN: That is the point.

The WITNESS: Coming down to the details of the project itself, the proposed reservoir in the St. Mary river valley near Spring Coulee is the most important feature and key structure of the entire development. The completion of the St. Mary dam creating this reservoir is necessary before any further lands can be irrigated. The dam has been designed as an earth-fill—186 feet high—creating a lake fifteen miles long, with a maximum width of six miles, and an effective storage capacity of 270,000 acre feet.

The project planned to accomplish this purpose is an enlargement and extension of the present irrigation system from the St. Mary river supplemented by storage reservoirs and the necessary inter-connecting canals to serve an ultimate development of 465,000 acres. This area includes 120,000 acres in existing projects for which there has been an insufficient water supply because of the lack of available river storage.

The proposed reservoir in the St. Mary river valley near Spring Coulee is the most important feature and key structure of the entire development. The completion of the St. Mary Dam creating this reservoir is necessary before any further lands can be irrigated. The dam has been designed as an earth-fill—186 feet high—creating a lake fifteen miles long, with a maximum width of six miles, and an effective storage capacity of 270,000 acre-feet.

*By Mr. MacNicol:*

Q. What is the width?—A. 270,000 acre-feet.

Q. The width?—A. The maximum width of the reservoir is six miles.

Q. At its widest place.—A. Yes. The estimated cost of the dam and outlet works is \$3,848,000, or about 30 per cent of the cost of the whole project. With the completion of this reservoir the remainder of the project possesses great flexibility in regard to time of construction and the order in which the various individual districts may be developed.

The plan of development proposed provides for a fourteen-year period of construction and the total estimated outlay spread over this period on the basis of pre-war unit costs is about \$15,000,000 or \$44 per acre of irrigated



lands. The actual cost of construction is estimated at \$37 per acre and the additional \$7 per acre is provided to cover the cost of land preparation, colonization, agricultural advice to settlers, and deficits in operation and maintenance charges over the fourteen-year period of development.

With regard to the distribution of costs, it has become a generally accepted principle that the total capital cost of an irrigation project of this magnitude should not be charged to the lands irrigated. It is considered that the wide benefits accruing to local communities, municipalities, the province and the dominion generally fully justify governmental assistance. The benefits are discussed in detail in the report and are summarized on page 15 of the report as follows:—

### NATIONAL BENEFITS

1. The completion of the development would provide an insurance against the loss of a valuable national resource.
2. The construction of the project following the war would provide employment during the readjustment period.
3. The lands made irrigable would provide opportunity for establishing returned soldiers and others, including farm families located on sub-marginal lands within the drought area, thereby effecting a substantial saving in relief expenditures.
4. Increased production and volume of trade from irrigation development would result in business expansion to transportation, manufacturing, and other national interests and the general benefits arising therefrom would be of advantage to Canada as a whole.

### PROVINCIAL BENEFITS TO ALBERTA MUNICIPALITIES AND LOCAL COMMUNITIES

1. Stabilization of agriculture on the lands irrigated and adjoining grazing lands comprising a large section of southern Alberta.
2. Increased production would result in increased assessment values for taxation purposes.
3. Increased production and buying power would result in increased business opportunities to provide goods and services to a prosperous farm population.

### BENEFITS TO ULTIMATE LANDOWNERS AND WATER USERS

1. Insurance against crop failure in years of drought.
2. Opportunity for diversifying crops to meet changing market requirements, and to reduce wheat acreage.
3. Increase in land values resulting from increased production.
4. Opportunity for home-building, a higher standard of living, and improved social services.

The administration of the lands and water rights included in this project is a responsibility of the government of Alberta. The development proposed is essentially a co-operative undertaking by the dominion, the province, and the water users, and our committee considered that the first step should be an agreement between the dominion and the province providing for a division of costs and responsibility for undertaking various features of the development. It is suggested in the committee's report that a reasonable division would be for the dominion to undertake to construct the main reservoirs and connecting canals to make available for use Canada's share of these international waters as apportioned by the International Joint Commission under the Treaty. It is suggested that the province of Alberta undertake the balance of the development,

consisting of the construction of the lateral system required to deliver water to individual farm units; the organization of the necessary irrigation districts, etc.; and that the province have full jurisdiction with respect to the arrangements it may make with its municipalities, irrigation districts, or others regarding repayment of capital and collection of service charges.

On this basis the dominion share of the cost would be about \$21 per acre and the provincial share \$23 per acre. The dominion share would be considered non-reimbursable and the provincial share subject to reduction by the amounts the province may collect from the water users.

When the Alberta representatives discussed this matter with your committee last November, it is noted that the Honourable Mr. Tanner stated it was the feeling of Alberta that the federal government should carry a larger share of the cost than the approximately fifty per cent recommended in the report. The method of financing and division of costs would appear to be a matter of policy to be settled by negotiation between the two governments.

Preliminary surveys for the St. Mary and Milk Rivers project have been completed and construction could begin shortly after the conclusion of an agreement with the Alberta government. The project offers many advantages for post-war rehabilitation. It would provide immediate employment and opportunity for numbers of returned men to become re-established not only on irrigated farms but in allied industries and services to supply the needs of a prosperous farming community.

That is all I have.

The CHAIRMAN: We have had a general statement from Mr. Meek. I know that all members of the committee are anxious to have in as nearly an uninterrupted form as possible a statement concerning these matters on our own records, so that when discussing it later we need look only to our own records for full information. I am suggesting that it might be well if, before we ask questions of Mr. Meek, we heard Mr. Hays, so that before we ask questions we will have full knowledge of what information these two gentlemen can give us. If that meets with the favour of the committee I will ask Mr. Hays if he will kindly address us.

D. W. HAYS called.

The WITNESS: Mr. Chairman and gentlemen: You have honoured me by requesting my presence here to discuss irrigation. I very much appreciate this and hope I may be of some service to you.

Upon enquiry I was told that proceedings of this kind took the form of a statement by the witness to be followed by questions and discussions. I have therefore given some thought to the preparation of a statement, by which I may express my views more concisely and I hope save your time. If I can then reply to questions I shall be pleased.

To those who live where rainfall is sufficient for good crops, the term irrigation has only a vague meaning. They know that water is applied to the land and crops grow. Others who have heard something about it, cite cases of poor success or failures and notwithstanding explanations, which may be good explanations, they remain skeptical. Others however, who have seen irrigation and studied into it, see its possibilities and are enthusiasts.

As a background for the past in Canada, irrigation is relatively new. It, like other things, has gone through the process of trial and error. Corrections and adjustments have been made, economic conditions have changed, new farm processes have been brought into use and we do have at the present time, outstanding examples of irrigation merit.

At the risk of being somewhat academic, it may be in order firstly, to comment on some of the factors which have had an adverse effect on irrigation. Some of the past difficulties of irrigation projects might have been avoided.

Other difficulties were indigenous to early work which could only be overcome by a period of general progress. We have them for review as they may relate to present and future work. On the other hand we now have a better knowledge of the potentialities of irrigation in Canada which have been gained through the passage of time and progress. Experience applied to future problems may eliminate some of the irrigation hazards and speed up the period of transition between the initial starting of a project and its successful conclusion.

Irrigation is far reaching and involves a number of factors. It deals with water supply, soil, topography, climate, engineering, agriculture, colonization, farmers' finances and his experience or his need for advice; the very important factor of markets for irrigation products and finally its economic benefits to the individual, to the urban communities and the country at large. At present there are new factors coming before this Committee which have not heretofore confronted the irrigation engineer and I trust in matters of employment and re-establishment to meet post-war conditions, as well as in providing continuing benefits to national economy, that irrigation may be well suited to the needs of this Committee.

Respecting the factors enumerated, the first four:—water supply, soil, topography and climate, are basic factors to be considered jointly as initial requisites to any irrigation development. These factors will govern the subsequent work as related to engineering plans, construction and agriculture and the relative economic success of the project.

### WATER SUPPLY

It is obvious that an adequate water supply must be available. There is in our Western rivers a large flow of water in excess of present use but the flow is not in excess of the areas of land that could be irrigated to good advantage. Having a limited supply of water, it should follow that its use should be applied to lands whose agricultural potentialities are relatively high. From the viewpoint of national economy it would be better, in my opinion, to spend say \$60.00 per acre to irrigate lands having an annual productive value of \$60.00 or more per acre, than to spend \$20.00 per acre in development cost for lands which have an annual productive value of say \$20.00 or \$30.00 per acre. Irrigation has highly specialized potentialities. It would be improvident to exhaust a natural resource, which cannot be augmented, by applying the resource to inferior use.

Canada is fortunate in having enacted, at an early date, legislation to provide for the measurement of water resources and to provide for a method of appropriation and use. This was done by the "Irrigation Act." This act provided that water for irrigation shall be appurtenant to the land and beneficial use shall be the measure of any right for that land. When use ceases the right reverts to the crown and may be again allotted to other land. In these respects Canada has avoided the chaotic conditions which characterized early irrigation in the United States. There, because of loosely applied and inefficient laws and regulations or a practical lack of them in some states during the early history of irrigation, water appropriations were claimed far in excess of actual supply. Many developments were undertaken to be followed by failures and litigation, because there was insufficient water to meet all claims.

### SOILS

Heavy clay soils are not adapted to irrigation. The best soils range from medium clay to heavy sandy loams. These are rated at 80 per cent to 100 per cent in efficiency. Irrigation can be used on sandy and gravelly soils where dry farming operations would be improvident. They would require much water and would have an efficiency in soil rating at 40 per cent to 60 per cent. Most western soils contain alkali which is frequently found in the semi-arid areas in concentrated form at about 4 feet depth below the surface. With good natural drain-



age it may give no trouble. It is necessary to provide drainage for relatively flat and low lying lands where by a rise of the water table and by capillary attraction, alkali is brought near to or upon the surface in such concentrations as to exceed the tolerance of crops.

### TOPOGRAPHY

Steepness of slope probably has the most marked bearing on the kind of crops that may be grown economically. Alfalfa, hay, pasture or other perennial crops can be irrigated successfully on quite steep land, whereas it would be difficult to irrigate grain crops. There are many ways to irrigate lands according to slope. The use of all methods have not been employed in Canada's irrigation projects. Some of the methods involve much preparation and work and it is natural to use more simple methods which may however lack in efficiency for crop production. The grain farmer wants smooth land in relatively large areas. He needs them to make best use of modern farm equipment. This, however, does not preclude the use of irrigation on irregular, undulating and steep lands for crops other than large grain fields. It is a matter of adapting agriculture to the existing field conditions.

### CLIMATE

Primarily, irrigation is essential in an arid climate such as exists in a large part of the Western United States. Irrigation may be used in localities of a semi-arid character where rainfall is insufficient to produce paying crops. Herein lies one of the governing factors necessary to irrigation economics. If climatic conditions across the country varied in a fixed ratio from wet to dry, there might be some basis for determining a definite value of irrigation at a given point. But where climatic conditions average semi-arid and consist of a mixture of wet and dry years such as occur, the problem is somewhat different. It is different, not because of a lack of value if irrigation were persistently used, but becomes different because of a psychological attitude on the part of the farmers and the kind of crops they are growing. To illustrate; wheat growing is the common practice in the western provinces particularly in the more arid areas. An occasional wet year provides bountiful crops to be followed by years of less rainfall or a dry year. The average results are insufficient for successful farming and it is decided that irrigation is the solution. A project is built and put into use. Wheat, however, continues to be the major crop and having irrigation at hand, the farmer considers his difficulties solved. Let us proceed a few years during which a wet year or two may occur. There is no need to irrigate wheat in these years and everyone is thankful for respite from an arduous task. Irrigation requires some cost and a lot of field work. It is a natural inclination to hope for rain which occasionally occurs, and avoid a lot of trouble. But climatic conditions are unpredictable and the farmer is caught unprepared to use water or as a last resort uses it too late to benefit his crops. Over a period of years irrigation becomes sporadic and haphazard and results are poor. Annual payments for water become a nuisance if they are not ignored entirely and irrigation is in disrepute. The project suffers accordingly. These are psychological reasons which are the outgrowth of climate for that particular area. The project had merits but its adaptation was wrong.

The primary difficulty arose because the area is on the border line of a fair wheat growing zone. Under irrigation the area would be better adapted to forage crops and livestock in which wheat as a cash crop may find a small place in crop rotations. The area would not be adapted to specialized irrigated crops such as can be produced at localities having a longer growing season, higher average temperatures and a drier climate as is required for example, for seed production.

Climatic conditions warrant careful consideration, lest an ill advised plan of development fails through lack of ultimate use. Adjustments necessary to a change in agriculture take time and meanwhile the project suffers. It is advisable at the initial inception of a project, to give consideration to its probable ultimate use and to measure the prospective benefits to the locality in fair economic relation to the construction costs and also in respect to the water required which if limited, might be of greater value elsewhere. Such considerations may save costs in the first instance and eliminate repercussions which may follow a too elaborate plan of development.

### ENGINEERING

The foregoing discussion of fundamental factors has a definite bearing on the engineering plans for works.

In using the term engineering, I wish to imply firstly the surveys and plans necessary to a comprehensive estimate of the costs for irrigation works. If found to be satisfactory for the purposes specifically intended, we may then proceed with construction as required. In this latter respect, construction is too frequently in excess of the actual needs for some years to come. Certain structures such as storage and diversion dams, and miscellaneous main canal structures or parts of these structures must be built at the outset to meet ultimate requirements. Some of these, however, according to type, can be conveniently enlarged as the need arises. With modern equipment, canals can be enlarged and be in use at the same time. Lateral ditches, from the main and branch canals, can be built shortly in advance of actual need. Structures in the smaller ditches are usually made of wood which if built greatly in advance of actual need, merely decay and require reconstruction.

Excess construction has occurred in existing projects and where premature investments bear interest, it becomes an unnecessary and costly business. This may be due in some instances to too optimistic a view of the rate of settlement on prairie lands and, in one case at least, to conditions imposed by the agreement for the purchase of land from the crown. Where lands have been farmed by dry farming methods a considerable part of the settlement is already there as in the case of irrigation districts. But even in these districts there must be a considerable breaking down of large dry farms to smaller units for which new settlers are to be obtained. These conditions may permit of some flexibility in the construction of works with possible savings in investments and loss of perishable structures.

### COLONIZATION

My previous comments have related to the physical factors of irrigation developments. We may now consider the human factors. These relate to the farmers' finances, their experience in irrigation or their need for training and advice which will bear on their success. It is the farmers' success which will prove and justify the irrigation development.

Irrigation is a highly specialized type of farming. It requires work and is a year round job in operations are adapted to the kind of crops which must be grown on irrigated lands. Primarily, it needs farmers who have initiative and managing ability. With these attributes they have a good chance for success although perhaps handicapped in other ways. They need, of course, some cash and equipment to start farming or it must be supplied to them. Many of our irrigation farmers came from dry farms where drought had forced them to leave. They were poorly equipped but nevertheless many of them have made good success and some of them outstanding success. Some of them fail.

Experience in irrigation farming is valuable but one season's field work in the business of irrigation is sufficient if the farmer is observant. What is most

needed is experience in growing crops other than grain crops. In this respect I have urged, on several occasions, the need for demonstration farms on irrigation projects. These farms, I think, should be established by the government and operated in the same manner as would be expected of a farmer of average means. Then we shall know the farmers' economic problems and perhaps gain a knowledge of resourceful application of simple practices. If irrigation has its merits the farm would pay its own way. These farms should be conveniently located and readily accessible by the neighborhood. Conversely, an agricultural agent at the demonstration farm would be in position to visit the neighboring farmers and advise them on their operations.

### MARKETS

The lack of markets for the kind of produce that should be grown has been one of the principal obstacles to successful irrigation farming. This relates particularly to the early trials of private companies in colonizing prairie land. The farmers who settled on irrigated lands were grain farmers, mainly growing wheat for which there was a ready cash market. Experienced irrigation farmers, no doubt, had other crops in mind but there was no place or facilities for the sale of specialized irrigation crops. They continued with wheat. A few supplemented their grain farming with livestock and made better success. Had irrigation companies deferred some of the expenditures on canals, and used the money to build or encourage market facilities for irrigation produce, the farmers, and incidentally the companies, would have been further ahead.

It is obvious, in the early developments by irrigation companies, subject as they were to the slow settlement of prairie lands, that industries for handling irrigated products would not be built in advance of the time when farm production would sustain the industries. They were only brought into being when the growth of settlement indicated requisite production.

It is only in recent years that industries such as canning and sugar factories, alfalfa mills, seed plants, etc. have been in operation. Upon their establishment, a decided change has occurred in the economic operations of the farms and incidentally in the welfare of the projects, even during the period of "hard times". We have, during the present war emergencies, seen the very extensive developments in dehydration of vegetables, milk, eggs and sundry products. I believe there will be an extensive field in irrigation projects for the kinds of produce necessary for this new industry.

It is perhaps sufficient to say that building an irrigation project is only the beginning of the objective. That is to create successful farm homes. Wheat is not a crop for irrigation and the irrigation farmer, except in a small way under crop rotation, cannot compete with the vast areas of dry land, in the better favored localities for rainfall, which essentially must be confined to this commodity. Coarse grains, corn, hay and vegetables grown on the irrigated farms coupled with pasture on interspersed and adjoining grazing lands, will provide a sound basis for livestock. If in addition to this, provisions can be made for the building up of industries for processing specialized crops shortly following or, where possible, jointly with the building of the project, it would provide at the outset the essential markets necessary to irrigation success.

### *Economic Benefits*

Much of western Canada was settled haphazardly without guiding attention at the time, to conditions of soil and more particularly rainfall, upon which successful dry farming is dependent. Many thousands of acres of land never should have been ploughed up. These lands however, were settled upon by farming families who found, too late, that rainfall was inadequate, that crops



failed, that their resources were exhausted and that they could not move elsewhere.

Occasional wet years provided a respite but the average returns over a period of years were insufficient to meet meagre living requirements. This has resulted in a large loss to Governments through various kinds of relief and perhaps more particularly it has resulted in the loss of initiative and morale on the part of many farmers with destructive effect on the future citizens of Canada, young men and women, who had been raised in an environment of depression.

Lands suitable for good farming under natural climatic conditions are becoming scarce. There remain however, large areas of land of good soil in the drought areas which can be highly productive if irrigated. Such areas would provide a place to which farmers could be moved, where they could become confident, self-sustaining and progressive citizens.

The primary objective of irrigation development is to create successful and comfortable farm homes. We now have them as an example of what can be obtained. They are there for anyone to see. The most pleasing reactions gained by a visitor, to the older established irrigation districts, are the evidences of progress and success, the pride of farmers in their possessions and a spirit of sound citizenship. These are valuable assets in themselves in contrast to the discouragement in which these same farmers may have lived in the drought areas. These farmers are now making money and instead of needing relief, they are contributing to national wealth. By so doing they are benefiting the community, the Province and the country at large.

It is only in recent years that the value of irrigation has become a recognized asset beyond the success of the individual farmer or perhaps the boundaries of the project itself. It must be apparent, firstly, that the conversion of drought ridden prairie lands to fields of intensified farm production has a definite value to the state for assessment and taxation purposes; secondly, it must be apparent and it is now being better recognized, that the production of the irrigation districts extend to the benefit of transportation companies, to processing plants, to merchandizing and manufacturing centres, to urban towns and regional cities. Employment is increased, business is active, and new industries are created. The state gains by the increased taxable wealth and the maintenance of employment and business activity.

I dealt with this problem at some length in an article entitled "Economic development of Irrigable Lands", which was a part of the report of a sub-committee of the Engineering Institute of Canada on Western water problems. The article was intended to invite attention to the value of irrigation projects to the local communities, to the Province and to the public at large. The report may be found in the issue of the *Engineering Journal*, May, 1941.

Perhaps I owe an apology to irrigation engineers and to irrigation projects, as many of my comments have possibly emphasized the difficulties and troubles incidental to irrigation. If I have over emphasized, it is because of my purpose to bring attention to some of the snags, which in my experience, have beset irrigation. Every enterprise must have its own peculiar pit falls and success is attained by avoiding them where physically possible. I hope by the experience which we have gained, not only in matters pertaining to development, but also in the use of irrigation and its results, that we can now look forward with good confidence for future undertakings.

Mr. Chairman and gentlemen, I wish to thank you for your very attentive hearing.

The CHAIRMAN: Ladies and gentlemen we have had very brief briefs, if I can use that joint term, from both Mr. Meek and Mr. Hays with respect to irrigation itself, the proper division of costs between individuals and governments and between the various governments and particular reference from

Mr. Meek with respect to the St. Mary and Milk rivers. I just want to mention here two things from our own reports. In our report of last June we mentioned the particular benefit that might come to our whole national economy from irrigation and power development. In the report presented in June we said:—

The necessity of providing irrigation and the development of water power in Alberta, Saskatchewan and Manitoba has been brought to your committee's attention.

We recommend that this question receive consideration with a view to bringing about active co-operation between the federal and provincial authorities.

I am hopeful that what has been given to us today by these gentlemen and what may come as the result of questioning from members of the committee will put this committee in a position to make a final and definite report some time this session to the government.

The meeting is now open for questions by the committee.

Mr. BLACKMORE: May I ask one more question?

The CHAIRMAN: Yes.

Mr. BLACKMORE: I wonder if there is any reason why the dominion government should not spend enough money to develop, say, the St. Mary's reservoir, which would come to something like \$3,500,000, if I remember correctly.

Mr. MEEK: Yes.

Mr. BLACKMORE: Is there any reason why the dominion government should not construct that project as a protection against United States development, without having the province commit itself to the \$23 which Mr. Meek referred to?

Mr. MEEK: The point is that the dominion would hardly be justified in spending \$3,500,000 to store that water unless provision was made to use it.

Mr. BLACKMORE: But that provision would very quickly be made if the water was there. The people would bring pressure to bear, Mr. Chairman, very quickly to have that water used if it were there. I should like to ask this question. Is it not an inescapable dominion responsibility to protect Canada's interests with respect to that water?

Mr. MEEK: Well, I think it is a joint responsibility. The water is Alberta's water after it crosses the boundary line.

Mr. BLACKMORE: All the arrangements are made by the Dominion of Canada, so if there is any loss of that water it is going to be a strictly dominion responsibility.

Mr. ROSS: That is not so.

Mr. BLACKMORE: It must be so. I do not want to use too much time, Mr. Chairman, but I am deeply interested in this project. It is in my constituency. I have been all over this area among these farmers. Somebody has to do something or say something that will get this water protected. Otherwise we are going to lose it. We have been twenty-three years talking about constructing this work to take care of this water and nothing is done yet except a whole lot of talking and a lot of surveying. It seems to me that it is a dominion responsibility, because the dominion is the major taxing power and it is the one organization that has the ability to get the money that is necessary. No provincial government can be sure it is going to have sufficient money to take care of this responsibility. In other words, in a province like the province of Alberta, a tremendous amount of responsibility has been assumed by the province for irrigation projects in the past. Many hundreds of thousands of dollars have been assumed, and they constitute a heavy drain on the provincial treasury.

Certainly any group of men responsible will be very careful about entering on more commitments. Certainly it seems to me that the government should protect that water. If that water is once lost there will be no chance in the world for anything to be done about it in the future.

The CHAIRMAN: Are there any further questions?

Mr. GERSHAW: May I ask a question, Mr. Chairman?

The CHAIRMAN: Is it the wish of the committee to allow Mr. Gershaw to ask a question?

Some Hon. MEMBERS: Yes.

The CHAIRMAN: All right, proceed, Mr. Gershaw.

Mr. GERSHAW: I should like to ask Mr. Hays briefly one question. He has lived out there and watched conditions for a long time. How often do years come in which there is a paying crop without irrigation? How often is there a paying crop on this dry land without irrigation?

Mr. HAYS: They do not run in any general order, Dr. Gershaw. But taking a period of thirty years, I would imagine there would not be more than four or five really wet years.

The CHAIRMAN: Four or five out of the thirty, you mean?

Mr. HAYS: That would produce a bountiful crop.

Mr. GERSHAW: I have another question. The object of this committee is to reconstruct after the war, and perhaps particularly to find homes and find employment. There is another district scheme out there, the surveying of which is being completed at the moment—the Redcliff-Ronelane scheme. Can you tell us something about the cost per acre of putting water on this land and something about the time that would be required to bring it into operation so that it would provide homes for returning soldiers or provide homes in those dried out districts?

Mr. HAYS: A great many years ago the old Southern Alberta Land Company undertook to develop a large tract of land, which included approximately 200,000 acres of irrigable land. Part of that land has been developed at the present time. There are considerable parts of it which have not been developed, and adjoining those areas there are lands which can be developed but for which there is no completed survey up to date. With respect to the cost, therefore, we have the information relating to the lands as they were surveyed by the company, information relating to certain areas west of company lands which were surveyed by the dominion government about 1922 and at the present time surveys are being made by the P.F.R.A. of certain lands lying near Medicine Hat, which would come into the project you have mentioned, the Redcliff-Ronelane project. I have sufficient detailed information in connection with these old surveys; and by making a general guess with respect to the land not yet surveyed, and taking into account the work that has already been completed by the company, I think the whole project can be completed at approximately \$20 per acre for the land to be irrigated.

Mr. GERSHAW: What about time? How long would it take to actually start the work? Could you say something about how many men would be employed in irrigating a district? Generally, what are the possibilities for employment with regard to that?

Mr. HAYS: Work could be started immediately towards extending irrigation in that area by using the present canal which is in operation.

Mr. MACNICOL: You would have to enlarge that present canal, would you?

Mr. HAYS: No. To get started we could utilize the off-peak flow of the canal, store water in local reservoirs and proceed to develop one of these reservoirs at once. The whole work of development including enlargement as required should be done in three years' time. I should judge, roughly, that you



would need to employ an average of 600 men per season during the working season.

Mr. GERSHAW: How many men could be employed, say, building the St. Mary's dam? Roughly, how many? How big an employment proposition would that be?

Mr. HAYS: It might vary from 500 to 1,000 men, according to the stage of construction.

Mr. MACNICOL: That just means 500 to 1,000 men in the actual work on the job. But it would mean nearly as many men indirectly somewhere else producing cement, lumber and the equipment required to make the necessary construction and so forth, would it not?

Mr. HAYS: I was thinking of the number of men who work at the dam itself.

Mr. MACNICOL: Yes.

Mr. HAYS: Aside from all the work that would result from the making of materials such as cement, steel, lumber and so on.

Mr. CASTLEDEN: I should like to ask a question.

The CHAIRMAN: All right.

Mr. CASTLEDEN: I understand a number of irrigation projects in Alberta have failed such as one which was called, I think, the Eastern Irrigation project. What has been the cause of the failure of those projects which were constructed in Alberta and have been abandoned or gone into disrepair?

Mr. HAYS: The word "failure" perhaps would need a little description. I think everyone was optimistic years ago as to what could be done with these irrigation projects. The early principle of assessing the costs of the land could not be worked out. It was impossible for the farmers to pay in all cases the cost of the development. The result was that adjustments had to be made. The price had to be brought down to a point within the farmers' means. Therefore, in so far as the company is concerned, it failed in its original objective. It could not make money, naturally. So I would say that would be a better explanation of the word "failure." The causes for that are partly discussed in my evidence. Then, it was due to the fact that there was not proper adaptation of the crops to the requirements of irrigation; there was too much wheat growing. They continued to grow wheat; and you cannot grow wheat in competition with dry land wheat, where the rainfall is adequate. You must get into other kinds of crops. In order to get into those other kinds of crops, you must have markets for those crops such as we have at the present time in the better developed districts where they are growing sugar beets, canning products—

Mr. BLACKMORE: And cheese?

Mr. HAYS: Yes; all sorts of dairy products and live stock. That is the kind of agriculture that should be undertaken on irrigation projects. Due to the lack of having started those facilities early in the business, there has been a long period of unsuccessful development until we have reached the point where there has been enough production, there have been enough people on the land to have encouraged somebody to come in with an industry, and immediately the whole picture changes.

Mr. CASTLEDEN: Again that industry will depend upon a market, and unless there is an available market at proper prices for commodities the whole scheme may become entirely uneconomical?

Mr. HAYS: Yes, but that applies to everything else, too.

Mr. RICKARD: Is it profitable to irrigate this land for ordinary farming purposes?

Mr. HAYS: It is practical to irrigate these lands for every purpose except wheat. I mean to say farming as we generally consider it means the raising of livestock and forage crops necessary to livestock.

Mr. RICKARD: Is it profitable to irrigate it for that purpose?

Mr. HAYS: Yes.

Mr. RICKARD: What would be the cost of the irrigation per farm?

Mr. HAYS: That price is fairly well established. In Alberta at the present time the price is \$20 per acre for land having a rating of 70 per cent, and that rating is fixed by the soil, by topography, by the distance from a market, and such other factors that have a bearing on the farmers.

Mr. RICKARD: That would be \$20 per acre per year?

Mr. HAYS: No, that is the total; that is the total cost chargeable to the farmer; over a period of years, it can be generally amortized at 5 per cent, or he is required to make payments on \$20 land over a period say of 25 years amortized at 5 per cent.

Mr. CASTLEDEN: And a yearly service charge as well?

Mr. HAYS: He pays in addition to that a service charge which is to take care of the operations and upkeep, and that will vary according to the different projects. In some cases it is assessed each year and in other cases there is a fixed price that stands for a long period of years.

Mr. QUELCH: History has shown, has it not, that generally speaking the farmer cannot afford to absorb the total capital cost of an irrigation project?

Mr. HAYS: No, he cannot.

Mr. QUELCH: Only the maintenance charges can be made?

Mr. HAYS: He can absorb operation and maintenance charges, and he can pay something for the land with water on it.

Mr. GERSHAW: What are the service costs, the cost of the water, and how many acres would be required for a man and his family? What is the size of the average family farm?

Mr. HAYS: There is a great deal of development at the present time where people going on irrigated farms are encouraged to go into livestock. I would say they would need a quarter section of land out of which they may have anything from 120 acres to 140 or 150 that are irrigable. Part of that land should be put into domestic pasture; part of it should be devoted to coarse grains, oats, barley, hay. Perhaps the farmer will have a small area of wheat for a fall cash crop. If he continues with that business he will make a success of that quarter section of land. The outstanding man will want more land. He will go into the livestock on a little larger scale. As time goes on these industries will come into the projects. We may have canning factories or sugar factories, possibly a dehydration plant, and there will be a change in the agriculture. When that occurs these holdings will break down into smaller units, and in the end I would say they would work out to 80 acres or less per farm unit, so that you have got to go through that process of evolution to bring it to the point where we will get in the end the greatest results, the most highly specialized crops in the irrigation area. Does that cover the question?

Mr. GERSHAW: Yes.

Mr. TUSTIN: This \$20 per acre is just for the installation of the irrigation system? You spoke of that being the cost. That is just for the installation?

Mr. HAYS: That is the price that covers both the land and the water. It has nothing to do with the cost for operation and maintenance of the project.

Mr. TUSTIN: Just installation?

Mr. HAYS: The project might have cost \$50 or \$60 per acre to have created the works, but the farmer cannot pay any \$50 or \$60. That is the part that must be absorbed by the state, the difference between what the farmer can pay and what the project could reasonably be expected to be built for. In my opinion, the state can afford to spend quite a sum of money to build this.

Mr. PURDY: How much are you suggesting per acre the state should spend to bring these lands into production?

Mr. HAYS: I made some calculations two or three years ago which is in the report I referred to in my remarks today. At that time I committed myself to a statement that as much as \$62.50 per acre could be spent in irrigation development in which there perhaps might be \$12.50 needed for colonization and aid to farmers and deficits in operation and maintenance during the early period of development, what you might call revenue costs, leaving about \$50 per acre to be spent in actual capital works. Of that sum of money based on my assumptions at the time it worked out that the farmer, the province, and the federal government on the principles of economics could absorb about one-third each.

Mr. RICKARD: That would be about \$85, would it?

Mr. HAYS: No, \$62.50 altogether.

Mr. RICKARD: You said there was \$20 extra before?

Mr. HAYS: The difference between the \$20 and \$62.50 would be absorbed by the government.

Mr. RICKARD: \$62.50 would be the whole cost?

Mr. HAYS: Yes.

Mr. BLACKMORE: May I interject and ask Mr. Hays one question? He is familiar with the area which it is proposed to irrigate by the Lethbridge South East Water Conservation project. Could he give the committee an idea of the relative rating of the land which it is proposed to bring under that scheme by comparison with the land in the Barnwell area and the Taber area. That is the value of land it is proposed to irrigate. The land rates rather high. It is not clay; it is sandy loam.

Mr. HAYS: It would vary throughout the whole area there. I would judge the irrigable areas there might vary from a rating of 50 per cent up to 90 or 95.

Mr. BLACKMORE: That percentage would rate rather high?

Mr. HAYS: I think the part of the total area lying south of Taber extending eastward to south of Burdett is very good land. There are some areas which would really rate very well, perhaps 85 to 90 per cent. The rating is also affected by the distance from a market.

Mr. BLACKMORE: And the climate, the weather, whether the spring comes early and whether the frost is early.

Mr. HAYS: That has not really been taken into the calculations for rating; the calculations for rating are based on soil and topography.

Mr. BLACKMORE: It is important, though.

Mr. HAYS: And distances from a market.

The CHAIRMAN: Any further questions?

Mr. MACNICOL: I want to get some facts on the record. I have a number of short questions to ask of Mr. Meek first of all. You referred to the canal running from the St. Mary river to the Milk river?

Mr. MEEK: Yes sir.

Mr. MACNICOL: Is the amount of water that the United States is taking out of the St. Mary and pouring into the Milk also taken out of their allotment of water as far as the St. Mary is concerned?



Mr. MEEK: As far as the St. Mary is concerned the United States are diverting their share of the water through a canal with a capacity of 800 second feet.

Mr. MacNICOL: In reference to the proposed reservoir on the St. Mary at Spring Coulee who bored the holes? I went and examined that carefully. Who bored the holes to ascertain if a dam could be built there?

Mr. MEEK: The P.F.R.A. organization under Mr. George Spence made the surveys.

Mr. MacNICOL: Have they anybody competent enough to determine a question of that nature?

Mr. MEEK: Certainly they are competent to determine the foundation, to bore holes to get the information, and then also a report was obtained from Dr. Allan of the Alberta University.

Mr. MacNICOL: It is a big undertaking to build a dam that size. Would they not consult a man like Dr. Acres or somebody with the great knowledge that he has?

Mr. MEEK: Our committee consulted Dr. T. H. Hogg, who is a very eminent engineer, the head of the Ontario Hydro, and he reported that in his opinion the St. Mary river dam as planned was quite feasible.

Mr. MacNICOL: That is right. In addition to the Spring Coulee reservoir was the proposed Chin Coulee reservoir to be a part of that same reservoir capacity?

Mr. MEEK: Yes, the main storage is on the river, and then it would be diverted from the river down to the Chin reservoir nearer the land which creates additional storage and makes the water immediately available to the land.

Mr. MacNICOL: The purpose of the Chin Coulee reservoir would be to assist. That is the purpose of the Chin Coulee, and the Spring Coulee reservoirs would be to take care of the land probably or potentially irrigable land east as far as Medicine Hat on the south side of the river.

Mr. MEEK: Yes, it would do that, also it would provide additional storage because it would enable the St. Mary river diversion canal to be operated continuously during the irrigation season to carry water down to another reservoir where it could be stored and used as wanted.

Mr. MacNICOL: Considering that the Spring Coulee reservoir is completed, the Chin Coulee is completed and the other reservoir along the line of the irrigable land east from Lethbridge towards Medicine Hat, what number of acres can be potentially irrigated south of the line of the Saskatchewan river?

Mr. MEEK: The area of the project now is 120,000 acres. The red areas are the developments which we consider can be irrigated by the water supply, not only from St. Mary and Milk river but from the Bell and Waterton rivers which are all international waters. They would irrigate an additional area of 345,000 acres.

Mr. MacNICOL: That is a point that I want to get. How many acres?

Mr. MEEK: 345,000.

Mr. MacNICOL: 345,000 acres can be irrigated providing all works south of the main line of the Saskatchewan valley are completed?

Mr. MEEK: Yes.

Mr. MacNICOL: That would include the diversion of the water from the Belly over to the Spring Coulee?

Mr. MEEK: That does not include all the land that would be benefited.

Mr. MacNICOL: Only the additional land?

Mr. MEEK: Yes.

Mr. MacNICOL: There is the first concrete statement we have had, that if the irrigation works proposed south of the main line of the Saskatchewan river, the Old Man, and so forth, are completed, an additional 345,000 acres can be irrigated. That is important. I should like to ask along the same lines as to north of the main line of the South Saskatchewan which takes in the Old Man.

Mr. BLACKMORE: At an overall cost of only \$15,000,000!

Mr. MacNICOL: Yes, he said that before. All that I want to say is the expenditure would to a mere bagatelle to achieve so much. In connection with Mr. Hays' project, I should like to say he is the most competent and eminent irrigation engineer with whom I have come in contact. I had great pleasure in driving all over that area with Mr. Hays. He showed me a canal, not completed, east of the Canada Land and Irrigation property, 70 miles or more east, over to near Medicine Hat. I have a picture of that canal here. Mr. Hays is standing in the canal. If that were completed would you then be able, with the waters you get from the Bow River and the reservoirs you have, to reach as far east as the Redcliff-Ronelane area.

Mr. HAYS: A canal has been built throughout the whole length of that project. There is a crossing over the Bow river which would have to be built; in fact there are two syphons required to be built; and there are a few traps in the canal, and the bridges. That would put water into the area that you speak of. Then, to utilize that water we require two reservoirs, and those reservoirs could be built by the off-peak flow of the canal as it is at present operated and be drawn upon when required for irrigation.

Mr. MacNICOL: That would be the maximum area which could be irrigated when you complete these proposed routes?

Mr. HAYS: You mean, both together?

Mr. MacNICOL: Well, the additional area to what you are now irrigating in the present Canada Land Irrigation area, in that district east there right up to Medicine Hat; what additional area would that provide?

Mr. HAYS: It would provide an additional area from 180,000 to 190,000 acres. Part of that is surveyed at the present time.

Mr. MacNICOL: Approximately 200,000 acres?

Mr. HAYS: Yes, it might even irrigate that much.

Mr. MacNICOL: So, Mr. Chairman, from what Mr. Hays has said, with the completion of the works that they have already prepared plans and specifications for and over a large area on which they now have a dry canal, it has been there many years, they could irrigate approximately an additional 200,000 acres. That would cost how much?

Mr. HAYS: I would estimate it roughly at \$20 an acre.

Mr. MacNICOL: In other words, for an expenditure of \$20,000,000 altogether the land spoken of by yourself and by Mr. Meck, this 525,000 acres of land, could be irrigated for an expenditure of \$20,000,000. That would be money well spent.

And now, coming back to Medicine Hat—I see Dr. Gershaw is still here—and I know he is very anxious on behalf of his city—outside of which to the west, on the north and south of the Saskatchewan river is a dried out area. That is a beautiful city. Now, if this area north and south of the Saskatchewan river west of Medicine Hat could get the water, it would mean that that area could be converted into productive land instead of as it now is, dried out land.

Mr. RICKARD: What is the cost per farm for the irrigation of 150 acres?

Mr. HAYS: You mean, the purchase value?

Mr. RICKARD: No, I mean the cost for irrigation alone, the water rates?

Mr. HAYS: It varies with the rating of the land. As I was explaining a little while ago it would depend on its rating and is based on a rating of \$20 per acre for 70 per cent rating.

Mr. TUSTIN: Just before you go any further, I didn't get this clear; you said that it cost \$20 an acre; apparently you are only talking of the cost to the farmer, you are leaving out in this \$20 figure the cost paid by the provincial and federal governments; if this were to be put into effect wouldn't you say the \$20 you are speaking of would be the actual cost to the farmer?

Mr. HAYS: That is the basis at the present time of the cost to the farmer, \$20 an acre for a land rating of 70 per cent which might run up to \$28.57 if the land rated 100 per cent.

Mr. TUSTIN: Going on from there to finish that, how much per year does it cost a farmer per acre for maintenance?

Mr. HAYS: I would say from \$1.25 to \$2.20 per acre; that is for operation and maintenance or service charges.

Mr. TUSTIN: A few minutes ago you spoke of developing this land for canning factory crops; do you think under this system of irrigation that canning factory crops could be produced economically?

Mr. HAYS: Yes, I think so.

Mr. TUSTIN: You think for instance you could produce tomatoes at 40 cents a bushel?

Mr. HAYS: I do not get that.

Mr. TUSTIN: That is 60 pounds?

The CHAIRMAN: Just a minute, Mr. Tustin, Mr. Hays is rather hard of hearing; if you could talk a little louder so he will get you.

Mr. HAYS: I cannot hear down here, I am a little deaf.

Mr. TUSTIN: What I was trying to ask you was this, if you thought that under this irrigation system that canning factory crops could be produced economically on this land that you are talking about irrigating; and I asked then further if you thought that tomatoes for instance could be produced for 40 cents a bushel profitably on this land, and I said that a bushel of tomatoes weighed about sixty pounds.

Mr. HAYS: I do not know the answer to that question.

Mr. QUELCH: Is it not true that canning factories are being operated successfully in the Brooks area?

Mr. HAYS: You mean, near Taber?

Mr. MACNICOL: At Taber and Lethbridge, they are the two canning factories.

Mr. HAYS: Tomatoes are a little risky on account of frost.

Mr. TUSTIN: The same thing would apply to other canning factory crops—peas, corn, beans, pumpkins and so on.

Mr. HAYS: There would not be as much difficulty, they have had no trouble with corn and they have had no trouble with canning peas, beans, pumpkins and things of that sort. When you come to tomatoes there is a chance of frost. Some years they have been grown in large quantities, but there has not been any great development so far.

The CHAIRMAN: When they grew tomatoes in large quantities, did they have any trouble selling the tomato crop on account of price?

Mr. HAYS: The crop that I had in mind was grown about 1934 and the price for everything was very, very low. I doubt whether they made very much out of it. At the same time it may have been better than 29-cent wheat at that time.



Mr. McDONALD: I would like to ask you the cost of irrigating, according to the figure that I got, and I am right, it is \$62.50 per acre; that would mean that on a 160-acre farm you would have a capital cost of \$10,000, without any land or anything else.

Mr. HAYS: When I used the figure \$62.50 I was predicating it on the value I thought would be justified in irrigation development. If it is broken up into three parts and the farmer pays a third, the provinces pay a third and the federal government stands a third, the government will recover out of the business that arises from irrigation enough to warrant spending up to \$62.50 per acre for the development.

Mr. QUELCH: And it would also relieve them of the cost of relief in dry years.

Mr. HAYS: Yes. There has been enough money spent on relief already to have built all the irrigation projects in the west.

Mr. PURDY: How does the cost of this land for the farmer compare with other land which would cost far less to develop.

Mr. HAYS: I am sorry, I cannot hear you.

The CHAIRMAN: Mr. Hays is a little hard of hearing, Mr. Purdy.

Mr. PURDY: I was asking what this land had to offer agriculturists of Canada as compared to land which cost far less to develop and which is available at once to offer to our people who are looking for settlement on the land.

Mr. HAYS: I do not get it.

Mr. CHAIRMAN: He wants to know, Mr. Hays, what this land has to offer, the land which you suggest should be irrigated, what it has to offer a prospective farmer when he might be able to secure other land which does not require irrigation and therefore does not require that extra capital cost; that is the purport of your question?

Mr. PURDY: That is it.

Mr. HAYS: There is very little land in my opinion at the present time where the farmer can go and make a good living which has a sufficient rainfall. There is very little of that land. We have these great areas of dry land, semi-arid lands in the west; highly productive soil but it needs to be irrigated, the rainfall is insufficient. And if we do irrigate these lands we can produce a type of agriculture which is not in competition with the wheat areas and better stabilize Canadian agriculture by growing more kinds of products to be shipped abroad. We could produce sugar beets, peas, beans, all kinds of meats; and I think there will be a great field for these dehydrated products. You cannot produce any of these satisfactorily on dry farm areas.

Mr. PURDY: You have referred to sugar several times, do you recommend going heavily into the production of sugar?

Mr. HAYS: As heavily as economic conditions will permit. I think we should still be growing our own sugar up to the point where you may have to reserve something for trading with other countries.

Mr. PURDY: I was going to ask you how the people who are growing sugar to-day are going to be able to buy our lumber, our manufactured goods, our fish, potatoes and that sort of thing if we grow our own sugar?

The CHAIRMAN: I think Mr. Hays rather thinks that it is hardly his duty to get into an economic discussion of that nature.

Mr. RICKARD: I would think Mr. Hays would have given consideration to that point when he suggested that this land be developed, and what the economic effect of what we propose to produce would be.

The CHAIRMAN: That is really a matter for the committee to take into consideration in its deliberations. We are receiving evidence from these gen-

tlements at the moment. We can make up our own minds when we come to consider our report.

Mr. RICKARD: It is a very important point.

Mr. MACNICOL: For the sake of helping Mr. Hays, I know he is better qualified than I am, I might add that there were two sugar beet factories operating in 1942—a factory at Raymond, and the other one at Picture Butte—I refer to the sugar beet factories, and these two factories produced from sugar beets grown on irrigated land nine hundred thousand bags of sugar in 1942. I am afraid that some of the Committee are not getting the right picture on returns from irrigated lands. That is a tremendous return. The farmers whom I interviewed told me that in 1942 they had an average crop of twelve tons of sugar beets per acre on that southern Alberta irrigated sugar beet land, and for that they received \$9.50 a ton, which works out at \$114 per acre for the sugar beets produced; and that is a mighty big return on any land anywhere, producing a return of \$114 per acre.

Mr. RICKARD: That is not net though.

Mr. MACNICOL: No, it is not net; whether you produce wheat or apples or anything else, it is not net; we are talking about \$114 per acre, that is a mighty fine return. I know about your wonderful apple land in Durham County, your return is tremendous; it probably is one of the best in the world.

Mr. RICKARD: We are not growing sugar beets.

Mr. MACNICOL: At the canning factories at Taber and Lethbridge I was told that those two canning factories last year shipped 750,000 cases of canned corn, and approximately the same amount of canned peas, each case containing twenty-four cans. That is a mighty big return, is it not, from irrigated land? As far as I can see, it is tremendous. Then the farmers take the refuse with which to feed their cattle. They all have cattle. Where they have corn, the farmers take in a load of corn and take back a load of refuse to feed their stock with. As far as I can see, it is a gold medal proposition for the Dominion of Canada to equip southern Alberta with the opportunity to develop another 600,000 acres.

Mr. McDONALD: In a statement or a reply to Mr. MacNicol, you said this total irrigation project involved the redemption of 335,000 acres.

Mr. MACNICOL: 525,000 acres.

The CHAIRMAN: It is two different portions.

Mr. McDONALD: The one I have reference to was 335,000 acres. Dividing that into quarter sections of 160 acres, it gives 2,094 persons a farm. The question I should like to ask in connection with that is this. Is the population there to go on those farms right away, or is it expected that those farms would be occupied by people who come is as a result of immigration after the war?

Mr. MEEK: No. The population is not there now, but there are a number of farmers who are on sub-marginal lands that are not making a success of farming, not only in Alberta but in Saskatchewan, who are available to go into that area.

Mr. MACNICOL: And the returned soldiers coming back.

Mr. MEEK: And returned soldiers coming back, yes.

Mr. MACNICOL: Jobs for the men doing this work after they come back.

The CHAIRMAN: Are there any further questions to be asked of Mr. Meek or Mr. Hays?

Mr. QUELCH: I wonder if Mr. Meek could say whether or not he thinks there is a danger that if Canada does not utilize her share of this water in the near future, that in itself might be considered sufficient justification or ground for opening the whole question of the re-allocation of the water?

Mr. MEEK: In my opinion, I think we are bound to expect a request from the United States to reopen the whole matter if we do not use our water, and continue to allow it to go to waste when they have lands where it may be used to advantage.

Mr. MacNICOL: Is that not stated in the agreement, that wherever one country does not use the water, the other country will have the right to make application for its use? I think I have read that.

Mr. QUELCH: There is, I think, another important point for consideration, having regard to the question of whether or not we should irrigate lands in southern Alberta or open new areas, and it is this. In those areas we already have a number of services, such as railways, roads and towns. If you are going to open up new areas, certainly all those services will have to be provided and the cost of those services in many cases would be far greater than the cost of irrigation.

Mr. MEEK: That is a very important point. The area that is proposed to develop is on both sides of the main Lethbridge line of the C.P.R. and all the facilities are there at the present time.

The CHAIRMAN: Are there any further questions?

Mr. McDONALD: Has the C.P.R. many irrigated lands? Do they own very much of the land there in the west? At one time they had a lot of irrigated land. Have they still that?

Mr. MEEK: The C.P.R. have adopted the policy of turning their irrigation districts back to the actual water users. As soon as the districts are settled, they prefer the water users to take over the operation and collection of rates. This has been done with their eastern irrigation district and recently with their western irrigation district. The C.P.R. have indicated their willingness to enter into an agreement with an organization to develop the St. Mary and Milk rivers project and turn their works over or make their works part of the project.

Mr. McDONALD: Do I understand that they have practically turned back all their lands? The C.P.R. no longer own any irrigated lands or any considerable quantity of them?

Mr. MEEK: I do not think they own any considerable quantity at the present time.

Mr. McDONALD: They did at one time, did they not?

Mr. MEEK: At one time they had 25,000,000 acres.

Mr. McDONALD: Not all irrigated, though?

Mr. MEEK: No, not all irrigated.

Mr. McDONALD: That is what I mean.

The CHAIRMAN: Are there any further questions?

Mr. MacNICOL: I think this should be brought out for the sake of irrigation. Is it not a fact that when the C.P.R. opened up those two areas, its western district which is east of Calgary and then its eastern district north of the Bow river, they did that to bring about the settlement of the country? That is many years ago. They have already received the expansion of returns they expected from the opening up of the country. Then did not the farmers find that they might have rain—particularly in the western district; or I will not say which one, but in one of them—that the rain was sufficient about half the time, that is every other year or every third year; and the farmer, who from the beginning was to pay for the water annually, said to himself, "I am not going to take this water. I had lots of rain this year." Then he would not take it. Was not that why the irrigation system of the C.P.R. broke down, because the farmer would not pay? Is it not a fact that the C.P.R. have turned back one district to the farmers? They paid him so much money to take it and they now have



turned back their other district to the farmers and the farmers have organized water rates collection the same as we do down here in the collection of taxes under the township system. They are going to make a low assessment on irrigation water for the land and the farmer will pay for it whether he uses the water or not. The water will be there for him to use if he wants to. He will own it. The C.P.R. has given the irrigation works to him. Is that not a fact?

Mr. MEEK: That is substantially true.

Mr. McDONALD: I was not asking the question I did with the idea of insinuating that the irrigation system of the C.P.R. had broken down.

The CHAIRMAN: Oh, no. It is understood, Mr. McDonald, that all questions here are for information. We understand that.

Mr. McDONALD: I knew that the C.P.R. were pioneers in the irrigation system in the west, and I wanted to know how many acres, if any, they still held to-day?

Mr. MACNICOL: I do not think they hold any great amount.

Mr. MEEK: Not irrigated land. The C.P.R. have a lot of dry land.

Mr. McDONALD: I am speaking of irrigated land.

Mr. MEEK: I have not the exact figures, but I do not think they have any substantial amount of irrigated land.

Mr. QUELCH: Does Mr. Meek consider that it is necessary that a board of engineers should be appointed to advise the government as to the proper allocation of the waters of the streams in the west for such schemes as the William Pearce project and other projects being suggested?

Mr. MEEK: That is a very important point, in my opinion. All the water that is used in the three prairie provinces, or the majority of the water, rises in the Rocky mountains, flows through Alberta, through Saskatchewan and through Manitoba. In addition, water that rises south of the boundary flows through those three provinces, and anything that is done with that water in Alberta would affect the supply in Saskatchewan and similarly the supply of water in Manitoba. It is very essential that some board should be set up to plan the utilization of that water to the best advantage of the three prairie provinces. The suggestion has been made that a Western Provinces Water Board be set up, merely an advisory committee, not administrative, to consist of a representative from each of the three provinces and the dominion, to which any water problems could be referred. This board would have the power of investigation and reporting to the governments concerned. It is deemed that in that way it would prevent any future difficulties as between the provinces and litigation such as occurred in the United States between states, and it would facilitate development of these waters to the best advantage of all concerned.

The CHAIRMAN: Are there any further questions?

Mr. QUELCH: I suppose it will be very hard to make much further progress on such a project as the William Pearce project until that is done.

Mr. MEEK: Well, that is an interprovincial project which should be considered by such a board.

Mr. GERSHAW: You have driven through that country. You have seen the dry farmers where the homes are poor and the food deficient. Going from that dried out, desolate district to another district, where everything is green, where there is a community life and where they have proper protective food for the children, and seeing the difference of home life in those two, do you not think that the expenditure by governments of a small amount for irrigation is justifiable?

Mr. MEEK: I am very strongly of that opinion. That is just the opinion that is stated in the report of our committee.

Mr. GERSHAW: Governments regain something by taxation and by being relieved of the relief costs and the community life is very much better.

Mr. MEEK: Putting it shortly we considered the national benefits and provincial benefits would justify government assistance.

Mr. MACNICOL: Before the committee breaks up—it is not 1 o'clock yet.

The CHAIRMAN: We are breaking up in a moment.

Mr. MACNICOL: I am satisfied to do that. Mr. Hays has come all the way from Medicine Hat, some 2,000 miles, and I think the members of the committee should have a clear picture of just what the situation is out there. With your permission I will send these pictures down the line to the members of the committee one after the other. The first picture is the prairie land itself with nothing on it. The second and third pictures are of prairie land after it gets water. I think it is important the committee should have a clear picture. It is too bad we have not got big pictures to put up here.

Mr. Ross: Have they such a board of advisory engineers as Mr. Quelch suggested in the United States with regard to water?

Mr. MEEK: Pardon?

Mr. Ross: I understood you to say that they had a board in the United States such as the board suggested by Mr. Quelch a moment ago.

Mr. MEEK: No.

The CHAIRMAN: I did not catch your answer. Did you say there was such a board in the United States?

Mr. MEEK: No, there is no such board.

The CHAIRMAN: Any further questions? If not, on behalf of the committee, and for myself as chairman, Mr. Meek and Mr. Hays, I want to express our very deep appreciation to you both for coming here and giving us the information which you did. We realize that this is an extremely important question, not only to the west but to the whole national economy. That is why we have asked you to be here to-day. We have had considerable information but we wanted a few more items which we feel we have got from you two gentlemen. I thank you very much on behalf of the committee. The committee will stand adjourned until the call of the chair.

The committee adjourned at 12.55 p.m. to meet again at the call of the chair.









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DEPT. OF POLITICAL SCIENCE  
UNIVERSITY OF TORONTO  
Canada Reconstruction & Re-establishment  
(SESSION 1944)  
HOUSE OF COMMONS  
12 Dec Cttee on  
1944

(SPECIAL COMMITTEE

ON

# RECONSTRUCTION AND RE-ESTABLISHMENT

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 7

FRIDAY, MAY 12, 1944

## WITNESSES:

Mr. Deane H. Russell, Ottawa, Ontario;  
Mr. H. O. McCurry, Director National Gallery of Canada;  
Dr. J. G. Bouchard, Assistant Deputy Minister, Department of  
Agriculture, Ottawa.

OTTAWA  
EDMOND CLOUTIER  
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY  
1944  
UNIVERSITY OF TORONTO





## MINUTES OF PROCEEDINGS

FRIDAY, May 12, 1944.

The Special Committee on Reconstruction and Re-establishment met this day at 11 o'clock a.m. Mr. J. G. Turgeon, the Chairman, presided.

The following members were present: Messrs. Bence, Ferron, Fraser (*Northumberland*), Gillis, Jean, MacKenzie (*Neepawa*), MacNicol, McDonald (*Pontiac*), McNiven, Matthews, Nielsen (*Mrs.*), Purdy, Quelch, Rickard, Ross (*Calgary East*), Sanderson and Turgeon—17.

The Chairman introduced the following witnesses:—

Mr. Deane H. Russell, Ottawa;

Mr. H. O. McCurry, Director National Gallery of Canada;

Dr. J. G. Bouchard, Assistant Deputy Minister, Department of Agriculture, Ottawa.

Mr. Russell was called. He addressed the Committee on Canadian Hand Crafts and Arts, and was examined.

Dr. Bouchard and Mr. McCurry were also called and examined.

On motion of Mr. Matthews the Committee adjourned at 12.45 p.m., to meet again at the call of the Chair.

J. P. DOYLE,

*Clerk of the Committee.*





## MINUTES OF EVIDENCE

HOUSE OF COMMONS,

May 12, 1944.

The Special Committee on Reconstruction and Re-establishment met this day at 11 o'clock a.m. The Chairman, Mr. J. G. Turgeon, presided.

The CHAIRMAN: We have with us this morning Mr. H. O. McCurry, Director of the National Gallery, and Mr. Deane H. Russell, who are here on behalf of the Provisional Interdepartmental Committee on Canadian Hand Arts and Crafts. Mr. Russell will make the presentation which he has made fairly brief. I have a copy here and I think each of you has one also. Mr. Russell was actually on holiday but we rushed this up and asked, or at least I asked him on your behalf, if he would prepare a brief and take part of his holidays in order to do so. I therefore want to pay that tribute to him.

We have here with us also one whom all of you know, Dr. J. G. Bouchard, former member of the House of Commons and who is past chairman of this Interdepartmental Committee which is coming officially before us to-day to speak on the work of that committee which, as you will notice, deals with Canadian hand arts and crafts. I will not ask Mr. Bouchard to get up and exhibit himself, but he is dressed in a homespun suit to-day. Some time later I am going to ask him to say a word to us, and I know that his language will be homespun as well as his clothes.

I will now ask Mr. Russell if he will proceed with his presentation.

MR. DEANE H. RUSSELL, called.

The WITNESS: Mr. Chairman and gentlemen, I should like to have seen a few ladies here, because this is really a subject of interest to them.

The CHAIRMAN: There will be one here, I think.

The WITNESS: That is fine. It is really a subject which is of interest to ladies, homemakers particularly.

I understand consideration of the values of encouraging national interest in the field for hand arts and crafts is perhaps the first of a number of cultural fields which may be reviewed by the House of Commons committee on reconstruction. On behalf of our interdepartmental committee, which has been devoting close attention to this subject for the past several years, I would like to express our sincere appreciation for this opportunity to acquaint your committee with the scope of our own study.

While it was suggested to me that this subject might be considered along with other "cultural subjects", I hope to demonstrate that the benefits of encouraging the development of useful hand art and craft talents should not be thought of wholly in terms of cultural values. The longer our committee has studied this field, the more firmly it has become convinced that it is not possible to draw clear dividing lines between the varied, though allied, values involved in a thorough appreciation of the hand arts and crafts.

For the purposes of to-day's discussion, it may prove most helpful if I may be successful in raising questions in your minds concerning some of the numerous factors which are involved in the field for encouraging useful hand arts and crafts. I hope every advantage will be taken during the question period to explore the subject to a satisfactory conclusion.

I would like to say at once that, in considering this particular subject, you will be reviewing a field which offers important benefits to potentially everyone

in our country. In other cultural fields, vitally important as each may be in the development of a total national culture, it is generally recognized that for practical purposes, such other arts, or cultural fields do not offer direct interest or value to our *total population*. Instead, they affect varying proportions of our total population, depending upon opportunities enjoyed for participation in the art or several arts which may interest individuals or groups.

Let us therefore start off with a clear understanding of what is meant by the term handcrafts; and let us get a general picture of what may be involved by encouraging hand arts and crafts on a national scale. May I offer a couple of definitions to suggest first: "What is meant by the term handcrafts?" and second "What is meant by the term art?"

The Oxford dictionary defines handcrafts as "work requiring manual skill". But in order to suggest the broadness of the term, I would like to quote from the book "Handicrafts of the Southern Highlands", by Mr. Allen Eaton of the Russell Sage Foundation, New York. Mr. Eaton suggests the term may include:—

all those things which people make with their hands, either for their own use or for the use of others; the article may be fashioned entirely by hand, including the preparation of all the materials, even to the shaping of the tools employed, or it may be made in part by machinery, as in the preparation of woods for fine cabinet work, or as in the machine spinning of thread and yarn to be woven on the hand loom; but, if the final product, the character of the thing itself, is worked by hand, it is an object of handcrafts.

Now, since it becomes very important that we relate the terms "art" and "crafts", I would like to give you two answers to the question: "What is art?" If 100 *ordinary people* were asked "What is meant by the word art?" you may get 40, or 50, or even 60 different attempts to define the thing. It is not likely that you will get 100 replies to your question from ordinary people, since a fair number may become rather confused and give up trying to define art. But if you ask the same question to 100 artists you will probably get 100 quite definite answers—but they may be all different. These answers will range from the complex to the simple. For instance, the complex: "Art represents a conscious endeavour to demonstrate the human capacity to create aesthetically pleasing effects." But for the simple, I like the following: "Art is the best way to do a thing that needs to be done." This simple definition of the word "art" I heard also from Mr. Allen Eaton, who has spent many years working among the simple, common people of the Appalachian mountains region, and the northeastern States.

What I would like most to try to accomplish in the time available is to encourage everyone present to think of hand arts and crafts in a way which will indicate the important economic, cultural and social values of encouraging the field. We have all been obliged to think of craftwork at some time or another. Some of us have not for a long time practised a craft; others may try their hand at odd jobs once in a while; some of us may have made things for our own use or for use by others around the home; others may have made things to give away to friends or to sell. But I venture to say that, unless this gathering represents a most unusual type of gathering, the majority of us have simply taken crafts for granted. We are no longer aware of the very great importance of craftwork in this so-called modern age. It is likely that we have also forgotten that not one of us can remain independent of the work of the handcraftsman.

This point becomes so important that it may prove time well spent to use a simple illustration to make it quite clear. Let us suppose we are riding in a modern railway coach, and we start to think of the manufacture of the seat in front of us. If we can get past a possible first thought that the seat is simply a machine-made object, we can begin to realize that it represents the work of

not just one handcraftsman but perhaps a dozen or more. In fairly quick order we can think of the work of the upholsterer, who had in turn to depend upon previous work by designers, weavers, webbing, spring stuffing and piping workers. The seat will be firmly set on a metal base. Many of these things have in their process of manufacture been turned out either wholly by machine or with the aid of machinery. But originally, the first designs and the first models had to be worked by artists and handcraftsmen. This is partly what I mean by suggesting we take the work of the craftsman for granted. We may not enjoy close contacts with the craftsman, but it is important to understand and to appreciate his part in the making of the great majority of things we find useful in everyday life. The more you look at things and think of them, the more you realize just where, during the many stages of production, they have had to depend upon the work of the handcraftsman.

I have suggested the inevitable touch of the handcraftsman in producing everyday articles. May I proceed now, perhaps a little more systematically and quickly to deal with the place for the handcraftsman in other phases of modern living.

To save time, I would like to refer to several pages of our Committee's Review Statement—copies of which are available for more detailed study by anyone present who wishes to get a broader picture of the scope of the subject.

In coming to grips with our subject we must at once consider that factor which is of interest and importance to the great majority of our population. Such a factor concerns the class of common people of any country which may be referred to as the home-maker.

An analysis of the average wage or salary earnings of Canadians clearly shows that a very small fraction of our total population enjoy incomes which enable them to buy all the ready-made articles which are needed for running the average home. A smaller fraction still enjoy salaries which allow for the purchase of articles, whether needed or luxuries, without thought of their cost.

A factor which is very often overlooked when this subject is considered is the great total national value of what may result from encouraging home-makers to produce articles in their own homes and primarily for their own use. The Scandinavian countries offer evidence of having long ago recognized the vital economic importance to the common people of their nations of adopting such a policy.

I should like to refer to two very brief adopted policies of Sweden and Norway. The Swedish Society of Arts and Crafts, which, I understand, is supported by the Swedish government, has this quotation in one of its fairly recent reports:

"However, the Society did not confine its efforts to raising the quality of the industrial products; it also launched a lively campaign to improve the taste of the general public, and the standard of the homes of the small income groups. By a never-ceasing propaganda, by exhibitions, lectures, courses, publications, it hammered the gospel of home culture into the consciousness of the Swedish people—to make them realize the necessity of home furnishings in better accord with their actual needs and in harmony with modern life. By thus directing its program to the entire people, rather than to limited groups of society, it was inevitable that the arts and crafts movement was to take on a social character."

The Norwegian people have developed a very useful hand arts and crafts program, and they have based it on this very simple need, "to help people help themselves," or "to enable people with limited means to produce at home objects of use to themselves and their families." It is no excuse to say, as is sometimes said, "They are smaller countries and their standards of living are different." The test is whether it is a better, more nationally-satisfying standard of living.

I know too that when the subject of handcrafts is considered seriously for the first time, by certain people, they immediately start to think of this idea: "If we encourage people to make things for themselves, then we shall be doing



other people out of jobs." But if we are prepared to really become serious, and thorough, in our consideration of the subject, we learn that this idea soon wears itself out. This view has had to be fought out in a number of so-called modern countries. In the United States, for instance, only a few years ago, this view was carried to the Federal Government by some commercially-minded manufacturers. They lost out rather badly so far as their argument went, but did not lose a single cent from their business. There are a number of important reasons why such home-production-for-home-use programs would in no way interfere with the overall consumption of commercially produced goods. Among such reasons are:

- (1) the more a person can create for himself, the more he can save towards the purchase price of those goods which cannot be made conveniently or economically at home,
- (2) the human element will prevent people from hoarding cash saved through home production programs, and the natural desire to acquire goods and enjoy services will settle the question of how extra cash will be spent,
- (3) the making of useful and ornamental articles at home, and for home use simply means for many (all in low income groups) that they will produce for themselves articles which they could otherwise never hope to possess and enjoy if they had to wait until they had cash for buying ready-made articles of comparable value.

The review statement contains one page which has followed through an actual case based on the idea of a simple home production for home use program. It was a program which was followed through here in Ottawa, not with the idea of turning it into such a use as I am referring to now, but it does represent a very common type of home production for home use programs. I will not give you all the details, but it may be useful just to show again the total national significance of encouraging such a program. There is in one column a list of home craft articles, divided into two parts, one part dealing with articles made for use in the home and the other with articles made for gifts, Christmas, weddings, birthdays, etc., which is quite an item in the average budget for a family. Another column shows the costs of raw or semi-processed materials required to make up those articles and the third column shows a suggested increased material wealth total, which is based on conservative commercial trade values. I will just mention the total. The cost of raw or semi-processed materials is \$57.90 and the total increase in material wealth for this home, considering also the articles which were given away, amounted to \$173. The difference does not represent an actual cash saving, but it does represent an amount not required to be spent for the articles listed. I think it is very important, when we are thinking of economics, not to think only of dollars and cents; but to realize we can produce material wealth which is permanent wealth without having to spend money which we may need for other purposes.

Instead of doing people out of jobs, the results will be quite the contrary. The encouraging of national-scale interest in developing creative art and craft talents will result in a vast increase in the demand for raw and semi-processed materials, thus opening up very worthwhile fields for suppliers of such materials; for specialists in craft education; and for distributors and marketers of finished products.

\* \* \*

Now, keeping in mind our definitions of the terms "art" and "crafts" we may proceed to an understanding of the scope of certain specialized fields which may be opened for worthwhile development on a national scale. First, let us review one way of thinking of the economic fields, after which we may also review the less tangible, but nonetheless important fields, such as: educational, social, cultural, recreational, therapeutic, et cetera.

Since the economic fields offer, perhaps most of interest to those who wish some direct or material benefits which may be calculated according to a scale—let us say the dollar and cent scale—we might consider six of the most important economic interests:

- (1) collectors and assemblers of raw materials;
- (2) suppliers of raw materials;
- (3) producers and suppliers of semi-processed materials, tools and equipment.

May I say here that I would like, from time to time, to suggest some figures, simply for the sake of indicating the scope of this whole subject, and which we may think of in terms of our own Canadian population. These figures are estimates only and have been kept on the conservative side. At that I believe you will agree they are significant enough to warrant serious consideration.

Regarding the first three classifications I have mentioned:—

NOTE.—It would seem reasonable therefore that, as national scale public appreciation may develop for the creative arts and crafts in Canada, the above three fields may well be called upon to supply materials, equipment and tools to the value of *\$50,000,000 annually*.

- (4) educators—instructors; demonstrators, handbook reference authors; publishers and booksellers;
- (5) craftsmen—(a) amateur or homecraftsmen—*majority*;  
(b) professional—*minority*;  
(studio, small and large industry, institutional craft programs, etc.)

- (6) distributors and marketers of finished products.

NOTE.—The value of finished products, resulting from the activities and services of those who may engage in fields 4, 5 and 6, may well result in increasing our national material wealth by *\$150,000,000 worth of goods annually*.

At the end of the review statement (page 28) are suggested a number of particular fields offering direct economic advantages. These are:—

- (1) *Material wealth of the home* may be increased by practical home-production-for-home-use programs (see case illustration, page 17).
- (2) Earning power may be increased by making articles to sell to others (*home industry programs*).
- (3) Individuals or groups may occasionally develop *small industries* which can fill important domestic and even export markets.
- (4) *Professional craftsmen*—specializing in many crafts highly skilled craftsmen may find practically untouched fields in Canada for high-standard work in such media as: glass blowing, toymaking, Canadian ivory (walrus and mammoth tusk and narwhal horn); semi-precious stones and metalwork; there is considerable scope for the making of Canadian linen and woollen products; and the possibilities for Canadian pottery programs are just commencing to be realized.

I would like to say just a word about one of these subjects. I could go on for a long time on each of them, but take glass-blowing, for instance; we have no hand-blown glass workers in this country and I understand that at the moment there are six very capable Czechoslovakian glass-blowers in Canada who are reputed to have blown glass for a number of the crown heads of Europe. They are here in Canada to-day and only two of them in so far as I know have been given employment, and they are working at the Research Limited plant. Their talents are not being used to the best advantage as they are doing mechanical glass making—work at which anyone who can follow a formula accurately could produce the desired results. Now, it should be important to encourage such people to set up in Canada. If we do not encourage them, even subsidize

them,—they are business people from their own countries and they would not require long assistance—if we do not encourage them they will drift across to the United States and the United States will be only too glad to have them, because, despite the fact that they have four major glass producing companies, and most of their production is in mechanically made glass. They also have hand-blowing departments in which they would be glad to avail themselves of the skill which these old country artisans undoubtedly have. May I mention in this connection that Mexico is away ahead of us because they have glass-blowers whose work is becoming internationally known.

- (5) *interior decorators* may work alone or in co-operation with community, regional or national housing schemes. The field for *planned decorating for housing schemes* has not yet been touched in Canada. By working in co-operation with architects, such artist-craftsmen can influence public taste and help to develop appreciation for aesthetically satisfying home furnishings on a scale not yet realized in this country.
- (6) *the tourist industry* would benefit immeasurably through a well-developed Canadian national hand arts and crafts program. Home and professional craftsmen in practically every interesting locality in Canada may together support regional, provincial and national tourist-attraction programs.

*Note:* the governments of many countries have learned that although official interest was originally taken to promote handicrafts for local economic, cultural and social values, it was not long before tourists began to seek out characteristic articles produced in the homes of the natives throughout their countries.

- (7) *post-war land settlement and immigration programs* should encourage the development of hand skills; cash resources will be needed to purchase: land, machinery, farm equipment, building materials, while the crafts will provide many necessities and comforts during all phases of land development programs.
- (8) *workers in seasonal occupations:* agricultural, fishing, forestry, lumbering, mining, part-time urban industry—may enjoy interesting opportunities to supplement their seasonal earnings by making good quality articles for their own use or for sale to others.
- (9) *disadvantaged persons*—may enjoy opportunities to earn a measure of, if not complete independence by practising crafts according to their capacities and interests.
- (10) *suppliers of craft materials, craft educators and marketing services* for finished products can contribute much towards the development of a demand for Canadian handwork among craftsmen and craft appreciators alike.

It is important to try to balance such economic interests by reviewing some social and cultural interests. Please remember that these fields also may offer part time or full time employment to those interested in promoting the benefits suggested among the very many in need of them. Pages 29 and 30 of the review statement suggest some of the major social and cultural interest fields as follows:

May I point out that "Canadian home life" again heads this list, since it becomes evident that the Canadian home will benefit most from the development of wider interests in all the fields suggested: economic, social or cultural.

- (1) *Canadian home life*—would be immeasurably enriched through increased opportunities to develop individual and family creative personalities
- (2) individual, community and national *housing schemes* should not be considered complete unless the building of houses may be followed up by a complimentary program to turn buildings into attractive homes;



the unlimited scope for individual initiative is obvious—but Canadian homemakers would welcome some central, authentic service to turn to for ideas and guidance

- (3) *aesthetic and therapeutic values* are widely recognized by officials of sanatoria and other institutions for the treatment of both physical and mental ailments, however, in addition to the great number of normal-time and war-time cases receiving treatment in institutions, there are many more people outside institutions who are equally in need of opportunities to experience the particularly satisfying effects which may be enjoyed through carefully planned and guided creative art and craft programs
- (4) *recreational programs* (avocations)
  - (a) *leisure-time pursuits for adults*—only those adults who have tried to develop their creative talents are in a position to appreciate fully the undeniable benefits and satisfaction which results from constructive hobbies or pastimes which relieve the mind of cares of daily work or other routine affairs;
  - (b) *constructive use of time for children*—a vital need to be filled in the affairs of any country is to ensure wise use of spare time for any part of its population; but most particularly should children be encouraged to use their spare time constructively and in ways which appeal to them; social working authorities are able to demonstrate clearly that children who enjoy opportunities to express their creative urges have no time left to think of developing their destructive capacities; the larger the concentration of population the more important this problem becomes for the community generally;
  - (c) in proportion to opportunities offered for the enjoyment of labour-saving devices, it is important to plan for interesting and constructive use of leisure time for both adults and children.
- (5) *folklore*—song, dance and handcraft festivals

Much more attention should be given to this field in Canada—particularly since we enjoy such a rich heritage of traditional folk interests.

Newcomers to Canada sincerely enjoy practising their traditional crafts and folklore, but are often hesitant about demonstrating their unique skills unless it is plainly evident that such demonstrations will be welcomed and appreciated by their neighbours.

They need only a little of the right kind of encouragement to become willing to offer their traditional arts and folklore towards the development of a total national culture.

Some of you may know that Mr. Robert England has come back to make some recommendations which may suggest a continuation or an abolition of our nationality committees work. I saw him yesterday and he was anxious that I should make it known that, although the formal recommendations are not prepared, the proposals which will be put forward will support very fully any such interests leading to the encouragement of folk art and craft programs which are so much appreciated by our many groups of early and recent European origin.

It is perhaps quite reasonable to suggest that no other single subject offers greater scope for the enjoyment of common interests than the development of real appreciation for the arts and crafts of the common people. It is vital, consequently, that widespread attention be focussed on matters of common interests, if we are to enjoy a harmonious blending of interests leading to a *real feeling for Canadian culture*.

The United States have a policy of encouraging, should I say, early European group interest; although the people think of themselves as very strong Americans. Before the war they held national folk festivals at Washington, but because of the crowded conditions there they are continuing in Philadelphia. They not only secured approval for continuing these activities but they secured widespread encouragement; and in the north and mid-western states they hold every three years a very popular folk festival program for some thirty-two racial groups interest.

Just before reaching my concluding remarks, I would like to comment again with reference to some important economic and cultural thinking on the values of encouraging useful hand arts and crafts. I am not concerned that these next few remarks may follow any special sequence, since I still feel that my most important task at the moment is to help you to explore your own ideas on this whole field as thoroughly as possible.

It is important to give some consideration to the following idea: Unfortunately, in our modern North American tempo of living, we have gone rather too far in evaluating time in terms of dollars and cents. The results are quite apparent in the very often atrocious stuff which is offered to the masses for sale. It is too bad that so many people think articles must pass through a retail store or some other kind of merchandising service before it has passed what was called last week in a local paper, "the acid test." Such people do not, apparently, know that there are still today most interesting and worth while crafts which are practised by people who put more time and effort into their work than merchandisers could offer a price for. This creative work is planned and worked with no thought of selling the finished article. In fact, retail stores have long since discontinued merchandising certain types of crafts simply because there is no profit in it for themselves if the craftsman is to be paid fairly. For example, finely carved and finished woodwork now finds markets only through the most expensive of merchandising establishments, while much of it is done by craftsmen for their own use and enjoyment or to simply give away to friends. Similarly, well designed and skilfully tooled, stained and finished leatherwork is not common on our markets, and yet I believe most of us would be not a little surprised at the volume of business which is done in leather-working supplies. Needlework also can find a place on the counters of very few retail establishments, but there is probably no larger single industry in any country in the world. The women of most countries pride themselves on not only the more utilitarian forms of stitchery, but equally for their capacity to decorate simply or elaborately—according to the intended use of the piece to be worked.

Present methods of budgeting low cash incomes for the needs of families will not permit the very large and important part of our population in this category to buy any but the very cheapest of ready-made utilitarian and decorative effects for their homes.

It is quite an important matter, to give people a chance to demonstrate their own interests in their surroundings, and I would just like to refer to an illustration of this point: we will notice in our daily newspapers all across the country every night from two to ten columns of syndicated material telling us how to lay out our home furniture, how to decorate our homes, how to dress—and there is a lot of it on how to dress—relaying not Canadian ideas but ideas from South America and Mexico and countries like that. Now, here is a thing they call a hat—I do not know whether you can see from where you are sitting or not—but that is a thing they call a hat and that comes from South America; and there are many other columns spreading Mexican influences across our country. We have, perhaps, more Mexican designs appearing in our newspaper columns than Canadian designs—and those are generally relayed from Hollywood or New York designing centres. There is a reason for that too. The Mexican people enjoy a \$100,000 appropriation to work out their national

design and craft revival program, and indirectly we are getting the effect of it. And then we get columns on needlework showing—"only Laura Wheeler could grow such a gay, colourful vegetable". I know a community of Doukhobors in western Canada—not the kind who were recently giving so much trouble—but they can grow vegetables just as colourful and just as wonderful in the right places, and I wish I had a sample of their embroidery which should be known nationally. We are being influenced by importing firms. Whenever they hold say a West Indies exhibition in New York you are bound to see the effect of that exhibition in the following season. They hold those exhibitions in places like the Metropolitan Museum, and you may be sure that the next season you will see costumes made featuring West Indies motifs. The same would apply in the case of the Guatemalan exhibitions. When they hold a Guatemalan exhibition you are bound to see Guatemalan gadgets in the styles of the next season.

Returning to my notes for a few more observations, may I point out that the need to sacrifice quality gives rise to the need to replenish goods at a much faster rate than would be the case if more substantial goods could be secured.

Many Canadian families are so situated that the only opportunities they may have to improve their standards of living, economically and culturally, may be realized only in proportion to what they can do in their own homes and communities for themselves and for others.

Unfortunately, the largest part of our population are obliged to buy mass-produced articles, too often designed and made up many hundreds, or thousands of miles away from their own environment. An opportunity is thus lost for these people to enjoy those cultural values and pleasures which reflect appreciation of their own surroundings.

(Reference: Syndicate column and chain store influences—not Canadian.)

But, when people are encouraged to do things for their own use and enjoyment, they invariably strive to preserve and develop the cultural talents peculiar to the home and community life with which they are most familiar. Their careful selection and working of materials results in the production of useful and decorative articles which are not only of a considerably higher material value than they could pay cash for, but which provide important cultural benefits which could not be purchased at any price.

In approaching the conclusion of this submission, may I refer to several typical recommendations made to our committee by authorities who have represented their own spheres of influence in this subject. Perhaps the most common recommendation has been: That the Federal Government offer official encouragement and guidance for useful hand art and craft activities in Canada.

A number of authorities have pointed out that much education and encouragement could be offered by the establishment of some central, authentic and complete information service. Such a service would enable provinces, regions, communities, groups and individuals to be informed of what is going on in the hand arts and crafts world, not only in all parts of Canada, but in the United States and other countries as well. (See "Craft Horizons".) This service should also have up-to-date information concerning such matters as raw materials, equipment, tool supplies, training centres and instruction for the individual as well as for organized groups.

There is another exhibit here which you might like to look at afterwards if you have time. "Craft Horizons", coming out in the United States, offers an educational service to all craft organizations which wish to become informed of what is going on, not only in the United States, but in other countries. This copy sometimes refers to Canadian programs, which is encouraging to us.

There have been, of course, many recommendations which have resulted from the more specialized interests in the various fields already outlined. As public appreciation develops for the general values of the subject, each field will gain more support and encouragement.



I would like before closing to make a special point of emphasizing one more vitally important consideration. The matter of encouraging useful hand arts and crafts is so nationally and even universally worthwhile that it may be considered as almost alone in offering to the common people interests which are really independent of social, economic, political, religious or racial differences. It offers possibilities of such general interest throughout our country that it may well be developed and appreciated as something which can provide a sound foundation on which to commence building our long-needed feeling for a real Canadian national culture. Many other countries have found that in order to enrich national life it is necessary to encourage non-contentious and common interests through the creative arts and crafts. In planning for post-war Canadian reconstruction, we should be prepared to offer Canadians a well-balanced plan. And our plans may be considered well balanced only if we add to our ideas for economic and social progress the equally important thinking which will lead to national cultural progress.

Our Committee has seriously studied and tested the above views as carefully as it has been possible to do with the limited means and facilities so far at its disposal.

It has arrived at certain conclusions which are set forth as recommendations for laying the groundwork for a useful Canadian hand art and craft service. These recommendations, seven in number, appear on page 5 of the review statement to which I have several times referred. For your convenience, they have been appended to this submission.

I believe they came along very late. They are available here, a list of seven of them, if you would like to look them over.

I would like to point out that, essentially they are similar to the final recommendations which appear in the report of the Subcommittee on Agricultural Policy, which has been put before the main Advisory Committee on Reconstruction. This is their report (exhibited). Their recommendations are similar to those which you have in front of you.

Proposals outlined in the review statement represent, perhaps, slightly more detailed and more final ideas, as it has been possible to give more attention to the framing of useful recommendations than was the case when the material was called for by the agricultural policy committee. It is hoped, therefore, that your committee will be able to support the combined views and recommendations of the agricultural policy committee and our own committee.

It is planned, that by making a start after the fashion suggested, the federal government would, at the conclusion of the proposed survey, have for detailed consideration a thorough factual reporting of interests, needs and capacities prevailing in all parts of Canada. Such a survey report would provide the basis for determining the exact nature and extent of services which the government could appropriately offer towards encouraging useful hand arts and crafts among the Canadian people.

By all who have thus far given serious consideration to the importance of developing this field on a national scale it is firmly believed that, in proportion to the awakening of general interest in the national values of the subject, the federal government may expect to receive ever-increasing commendation for undertaking a service which may be designed "to discover, encourage and guide the practical application of useful hand arts and crafts."

#### *Recommendations of the Interdepartmental Committee on Canadian Hand Arts and Crafts*

1. that the dominion government take official interest in establishing a national service for the encouragement of useful Canadian hand art and craft activities;

2. that such a service may best be developed under the general guidance of the National Gallery of Canada as an extension of and complement to its existing national art service;

3. that, while the program may be developed under the general guidance of the National Gallery of Canada, special provision should be made for close co-operation with the Department of Agriculture and all rural services in order to achieve those benefits which may be particularly appreciated by our large rural population;

4. that the National Gallery of Canada be authorized to provide for the conducting of a thorough national survey in order to arrive at a complete and comprehensive picture of present activities and potential interests, needs and capacities prevailing in all sections of Canada;

5. that, simultaneously with the conducting of the national survey, plans be laid for the holding of a national exhibition which will present to the general public a comprehensive review of typical Canadian hand arts and crafts;

6. that in order to assist in the planning and guidance of the national survey and exhibition; and also to plan for appropriate relating of federal government interests to provincial and other interests in this field, it would be helpful to authorize the establishment of an advisory council on Canadian hand arts and crafts;

7. that it is necessary to allow immediate provision for the conducting of the national survey in order to follow up to best advantage the numerous interested contacts already established; also, in order to make progress in time to experience national benefits as a result of our total post-war reconstruction and rehabilitation plans.

I thank you.

The CHAIRMAN: I want first of all to draw the attention of the three officials of this interdepartmental committee on hand arts and crafts to the fact that this committee does listen without asking a single question while a presentation is being made, regardless of the fact it is the right of members of parliament to ask questions at any time when a witness is before us. We have had this statement. What is your desire, ladies and gentlemen, to ask questions now? It is my intention if time permits to ask the director of the national gallery, Mr. McCurry, and Dr. Bouchard, to say a word in connection with the subject later. Would you like to ask questions first of Mr. Russell and Mr. McCurry? All right, the meeting will be open to question.

Mr. MATTHEWS: I was going to say, Mr. Chairman, I have not heard a presentation before this committee for a considerable time which I have enjoyed quite as much as this one this morning. It is a refreshing change from the old dollars and cents programs which we have heard—and I am not criticizing them. Certainly Canada needs something along the line of cultural development, and as Deane Russell was reading his presentation my mind went back to a very enjoyable motor trip I had a few years ago down through the rural parts of Quebec. My wife and I were greatly struck with the exhibitions of handicrafts which were evident there, marvellous exhibitions of hooking of mats. I have heard hundreds of people speak of the same exhibitions which they were interested in. Do not misunderstand me in the question I am about to ask, but I was wondering whether in the development of that craft, your organization had anything to do with it, or did it just grow of its own accord?

The WITNESS: The Quebec government has perhaps led the way in giving official sponsorship to provincial-wide craft programs. It has had quite an appropriation to develop a program.

*By Mr. Matthews:*

Q. Then, the success that has attended their efforts would indicate that their example might be followed by other provinces?—A. Oh, quite; I should just like to suggest that while the Quebec people have been developing their program with provincial government support, other programs have been going on all across the country in little communities, mostly for their own use. They have not had access to the closeness of the United States, the metropolitan

buying areas, and so on. Throughout western Canada there are groups doing very good work, and we feel it is just as important to let them know what is going on across the country. The province of Nova Scotia also has, just this year, set up an official organization to encourage the work, something after the fashion of Quebec, but largely after the fashion of the New Hampshire program.

Q. As to your remark there I happen to have the privilege of being closely in touch with a good many people of European ancestry, and the more you know of the home life of many of these people the more you see of their culture. It has always seemed to me that we in Canada are losing the benefit of that culture which we should have. I was going to ask in what way can it best be obtained, whether it would be through some provincial government lead as in the case of Quebec?—A. Our own recommendations have been prepared after considering very many factors, and that has been one of them. We do not feel interested in sitting behind a desk in Ottawa and mapping out a blueprint policy. We would like a chance to approach the authorities in their different spheres of influence. Of course, there will be many representatives of these racial group interests to meet, and on the basis of their recommendations, which result, of course, from their interests and their experiences, a factual report would be prepared and the government could then consider what type of supporting service or guiding service it could offer. I think it would be appreciated if the federal government approached the people in the first instance who are competent and qualified to represent their own interests. Perhaps the best we could think of for a policy would be to support useful services in the different provinces.

The CHAIRMAN: Any further questions?

*By Mr. McDonald:*

Q. When you mentioned authorities a moment ago did you refer to governmental authorities or certain bodies or races of people who would be interested, or are interested, in this class of work like Mr. Matthews referred to a while ago in the case of the people in the province of Quebec?—A. Exactly; we would feel obliged to approach representatives of each provincial government. There would be provincial government departments of education, extension services of universities and agriculture, women's institutes across the country, who are very interested in such a program. From time to time they do the best they can, but they have not enjoyed access to a central information service or guidance service. They do a great amount of volunteer work and they certainly keep the costs in education down to a minimum. Church groups are very keen on different aspects of this subject. We started thinking of this program primarily to encourage home arts and crafts, but the more we got into it the more we realized we would have to be prepared to consider everything from the home arts and crafts through to professional crafts, including designing and making of first models for mass production in large industries. Therefore, we would very much like a chance to approach industry which may be interested in thinking in terms of Canadian creative art and craft efforts rather than just copying world fair styles, and so on. You can get an influence there, and stimulation, but Canadian ideas should enjoy more chances to spread.

Q. Are there different groups in Canada comparable to the French Canadians in Quebec?—A. Very many of them.

Q. Reference has been made in your brief to glass blowing by Czecho-Slovakians. Are there groups of Czecho-Slovakians located here and there who could form a nucleus to bring about the extension of their handicrafts?—A. They have done it in some cases already. There is the Bata shoe people, the Fischl Glove Company. There is a group somewhere in Ontario here—I do not know whether it is up near Pembroke—but they are skilful at preparing flax, and we may get through them finally something which Canadian women want, that is, a Canadian linen thread. The Czecho-Slovakian people are good organizers, and



they do know how to develop industry. They have the technical skill and the business knowledge.

*By Mr. Ross:*

Q. It seems to me our western Indians have a natural gift for handcraft work. I wonder if I am correct in that?—A. Exactly, sir. Our first composite report used an Indian suggestion from the west coast. That was just a decorative touch. There are great possibilities there. Unfortunately our Indian affairs—I wonder what I can say safely here—

Mr. CASTLEDEN: Give us the truth.

The CHAIRMAN: Only you cannot unsay it.

The WITNESS: Our Indian affairs department has a handcraft service. It has been criticized largely because they have tried to compete in producing commercial mass produced articles for competition with other industries instead of drawing out the natural native talents and encouraging that. Perhaps we have been asking them to make things which can be done much better and more satisfactorily by factories. The west coast people particularly have developed a type of art appreciation and design and craftsmanship which is sometimes, we think, recognized more in other countries than in Canada for its real artistic value and potential merit.

*By Mr. Ross:*

Q. I would think if they were assisted or encouraged to help themselves in that way, they would develop a great deal and advance a great deal with very little assistance.—A. Yes.

Q. Or comparatively little assistance.—A. Yes. Unfortunately, they have been discouraged sometimes. Let me give you just one example. The Canadian government has done a very wise thing in buying a deposit of argillite, which is the slate which the Indians used to use in carving ceremonial food dishes and later totem-poles and statuettes. This art is displayed now in most of the larger museums of the world. In fact, some of the very best pieces of such carving do not exist in Canada any more. There are only two carvers of argillite who do a high standard of that style of native work. One of them is running a fishing boat or some kind of gasoline launch and he was asked not very long ago why he does not stick to his carving. He said, "You people tell us we should behave like white people and not behave like Indians." That is too bad. He has an art there which is appreciated far and wide, and we should encourage it.

The CHAIRMAN: Are there any further questions?

*By Mr. McNiven:*

Q. Have you seen the neckties made by the Indians in various reserves? A. Yes. I am wearing one now. I was wondering why we should encourage the Canadian Indians to weave Scotch plaids. There are probably too many Scotchmen here to go into that.

Mr. CASTLEDEN: There may be some Scotchmen among the Indians.

The WITNESS: Very likely there is a quite legitimate reason.

The CHAIRMAN: Are there any further questions?

*By Mr. Matthews:*

Q. To what extent is the teaching of crafts carried on in some of our health institutions throughout the country?—A. Health institutions?

Q. I refer to mental institutions.—A. As I just barely suggested, the values of it are recognized by the officials of sanatoria and such institutions. They think partly in terms of occupational therapy values. But more and more experiments are being carried out in the United States, for instance, to get violent mental

cases to take an interest in creative work; and they find that when they interest them in making something, they do not think of trying to destroy everything they come across. But fortunately the people in that category are not very many. As I did suggest, there are many more people, border-line cases, who if they should not be in institutions, would certainly respond to such treatment.

*By Mr. McNiven:*

Q. You mentioned western Canada. Are you familiar with the plan evolved by the Searle Grain Company?—A. Yes. Our committee has had correspondence with Major Strange.

Q. Can you give us a brief outline of the plan and what has been accomplished under it?—A. I understand Major Strange was down in eastern Canada and came across Mr. Oscar Beriau, of the Quebec government, director of the provincial school of handicrafts. Mr. Strange is director of public relations for the Searle Grain Company. He thought he would try a new slant on public relations, and that if he could interest women in hand weaving, not things for sale but just for use around the home, it would be good for their business as well.

Q. And good for the country?—A. Oh, yes; and good for the people who are taking advantage of the service. They set up an instruction service and gave an intensive course. I understand their classes were always filled; in fact, there were waiting lists. Major Strange and the Searle Grain Company are so convinced that it is a worthwhile idea that he has suggested to our committee and hopes it will be thought of by the government, that other industries may become interested in starting different types of creative arts and crafts programs. I understand the Aluminum Company of Canada up at Arvida are interested and that it will not take much more persuading before they will put up a good deal of money; I will not mention the figure, but it is quite enough to start a model community art and craft centre up there, which would be for the benefit of the people in the community.

Q. Is the plan of the Searle Grain Company extended clear across Manitoba, Saskatchewan and Alberta?—A. Yes, the three prairie provinces. I understand the Manitoba program is being operated largely by Father Deschambeault, and that the Searle Grain Company services operate in Saskatchewan and Alberta. They are just starting. They have not had the chance to reach all communities yet. There are many applications from our different racial groups to participate in this program. The provincial governments should be willing to offer at least service facilities for encouraging such work. We hope to take that up with them if the chance is offered.

Q. They maintain a school at Regina and have had one or more very interesting exhibitions there?—A. Yes.

*By Mrs. Nielsen:*

Q. I have been of the opinion that a great deal more should be done in this direction with the children while they are still in school. I can remember that years ago in England the ordinary public schools there were starting out on programs very similar to what is outlined here in arts and crafts; spinning, weaving and things of that kind were taught in the schools. I know the difficulty of teaching in rural schools here, but I am of the opinion that a very great deal of artistic ability in some of our children is ruined before they get out of school, by the teacher who simply says, "Copy this." I mean, it is simply disastrous. It destroys any ability the children may have. Therefore I feel that one field in which this work should be promoted most is in the training schools of our teachers, the normal schools, so that they themselves can carry it into the rural schools and develop it, where the children will then go back into the homes and show the mother what they have learned in school, and help in that way to get a reasonable grounding. Are you of that opinion too, or what do you think about

it?—A. Oh, yes, quite. All of the deputy ministers or directors of provincial departments of education have been acquainted with this study and we have received very encouraging replies from them. They have a copy of this review statement, and some of them are beginning to follow it up a little more, for instance as to technical education services and so on for all the grade schools right through from the primary grade. In fact, the Canada-Newfoundland Education Association has come out with a very useful type of recommendation suggesting that the time has now come when we should introduce hand arts and crafts to all the grades from the primary right through to university training.

Q. Of course, with the rural schools, there is the question of the supply of materials quite often, is there not? I mean, there are certain natural things which can be used and developed, certain dyes which can be obtained from plants and so on, but then there is a certain amount of material which I think has to be supplied.—A. I think perhaps that is a mechanical difficulty, and that a little careful co-ordination of interests and supply services would clear that up.

Q. The prodding of governments.

Mr. CASTLEDEN: I think this presentation will have the endorsement of this committee in all its recommendations. I say that as one who believes that before a person can live nobly he must have the means to live. In here we have the natural expression of the people of Canada. I think there are a good many things in here which we can endorse very thoroughly. This will be one agency through which the people of Canada can express themselves, where they can find a common unity. The fact that there is deep down in the human existence the desire to express oneself is shown in the fact that in every part of Canada we have these natural arts and crafts. I think the work that the co-operative movement has done in Nova Scotia, where we find them developing the work there, is very fine. I agree with Mrs. Nielsen that we should teach art in our schools and not just tell people to copy things. We should express ourselves as Canadians. There is an outlet for hobbies that I think, too, is part of Canada's life. The opportunity for people to give expression to their personalities should be greater in Canada, and when we solve the economic problems I hope it will be even wider than it is at the present time. I do not think there is a dissenting voice in the committee in regard to endorsing this presentation.

The CHAIRMAN: Are there any further questions? If not, I am going to ask our old friend Dr. Bouchard to say a word. There are one or two members of the committee here now who were not here at the beginning. I know Mrs. Nielsen is one. For their benefit, I may say that Dr. Bouchard in an ex-member of the House of Commons and has lived practically all his life, except for the time when he was in Ottawa, among the farmers in rural areas. I am going to ask him if he will say a word, and then I am going to ask Mr. McCurry, director of the National Art Gallery, if he will make a short resume for our benefit. I will now call upon Dr. Bouchard.

Dr. J. G. BOUCHARD: Mr. Chairman, you have been very kind in inviting me to come here and meet again the members of your committee, the majority of whom are my former colleagues. I am also very glad to be acquainted with the new ones. I like atmosphere. It is certainly one of the most cheerful days of my life to see the subject of handicrafts introduced here in a committee of the House of Commons where economics generally play the greatest part.

I shall speak for just two or three minutes, because Mr. Russell has pretty well exhausted the subject. However, I should like to draw your attention to one or two points. As one member of the committee expressed it, it is useless to attempt to reconstruct this world on an economic basis only. I am one of the victims, as you may know, who very often offered suggestions along cultural lines and so on and was politely called to order by the chairman in many committees. So it is quite a satisfaction to be invited here by the chairman of



this committee. We are greatly in need of the idealists. The idealists of to-day are the practical men of to-morrow. We need the artists and we need the architects perhaps as much as we need the bankers, the economists and the industrial men, to reconstruct a proper world where everybody will feel at ease in it.

My interest in handcrafts goes back to my childhood days when my mother was a weaver. My wife learned from her, thus carrying out the tradition. I shall not emphasize too much the money that is in it, but rather the pleasure that is obtained in doing something. For instance, I pride myself on having a suit made of black wool, which as you know does not find a ready market, obtained from a woman by the name of Madame Gagnon, of St. Epiphane, in Temiscouata county. I believe that is a county which is known here. I wish it had been Kamouraska, but it was Temiscouata, a county which is quite famous now for its hero, Major Triquet, and for my wife's cousin from whom you sometimes hear in the House of Commons, I am told.

Mr. MACNICOL: Jean Francois Pouliot is a very good man.

Dr. BOUCHARD: Yes, if you wish to mention him by name. It is not so much the money value of a suit like that which is the important thing. It costs me \$17. I remember once when there was no market for wool my wife wove me a suit that cost 50 cents; that is, for the cost of the wool. It was of black wool that has no market value. The important thing is the ability of the person who can make it, and the very great deal of pleasure that there is in doing it. Our leisure is bound to increase. Perhaps I am not too bold in saying that the use of leisure measures, more than anything else, the advancement of civilization. If you meet somebody on the street, even a member of parliament, and if you ask him, "What are you doing with your leisure"—

Mrs. NIELSEN: We do not have any.

Dr. BOUCHARD: Yes, that is right. I agree with you. But if you ask any person what he is doing with his leisure, that will give you an idea of the worth of that person. Women, I must say, have never been idle. In the homes women are spinning. They have set an example, certainly, for men. That is why I should like to see more women in this committee to support this program. Men tend to look on the mercenary side and say, "Well, it does not pay." How many women have been discouraged because, sometimes, it does not pay. Of course, there is nothing to be done if leisure is to be used only for parties of different sorts. I am not against that in its proper place, but if leisure is to be increased and not used for cultural purposes, I am afraid our civilization is going to go into decay instead of advancing. To me that is one of the important points. Handcraft means culture to me. It is a means of supplementing the way of life. For instance, what we cannot buy we produce at home. That was the case in the time I was brought up, but I hope that the reconstruction will be so good that we will not stand, as Mrs. Nielsen once expressed herself to me, for the enslavement of people at some work for a very, very low salary. I fully agree that it must be a work of art, a work of love, a work of creation, something that we take pleasure in doing. And as a matter of fact, we never derive more pleasure from anything than when we are accomplishing something with our own hands, something new.

Mr. Matthews mentioned his experiences in Quebec. I have visited many homes in different provinces. You will go into a home and be introduced to the mistress. She will never point out the radio that has cost so much money, or a piano which is sometimes more of a piece of furniture than a musical instrument. But she will point out something that she had done herself, or that her daughter had done, with great pride. That is very natural. She will say, "My daughter did that," or, "My son did that" or "I did that myself." Of course, she would make the latter remark with more modesty, and that is very natural. It is instinctive to do something of a cultural nature. It is so much so that in

Czechoslovakia, where I was sent as Canada's delegate in 1928, at the convention of popular arts at Prague and where I visited hundreds of homes, in every village they had a master craftswoman. She is just elected by popular acclaim, not by ballot. She is just recognized and she is the authority. They go in and consult her. There is competition between the villagers on Sunday afternoons. There are costume competitions and folk song competitions. This all goes together to create a most interesting life.

Now, I come to my last point, the national viewpoint. We have here the chance of our lives for the building up of a civilization that will be comparable to none. We have as well these fundamentals, these elements. I said once, speaking in Toronto, that I was from the lower St. Lawrence, that that was where I was born; and that we are sometimes considered as being a century behind. I said to them "I will accept that if you like but not in the worst sense of the word because as far as handicrafts are concerned we are half a century ahead of you". I said that to the Women's Institute in convention. We have kept alive what will take half a century to revive. Well, here is the position; we have in certain parts of Canada, not every part of Canada, the fundamentals for creating. Now, I would like to say this to my former colleagues and to my new ones as well who have been speaking about provincial activities—don't you recognize that we should have a central body, not to dictate, because there is no dictator in the handicrafts as was suggested by Mrs. Nielsen—there is no dictation, no one to tell us what we should do or what we should not do, but should we not have a national body. When this committee was instituted some few years ago under my presidency, it was with the earnest desire of finding a federal body that would link together all provincial activities and establish a school of good taste, and at the same time prevent handicraft from becoming industrialized. When it becomes industrialized you know it is no longer a handicraft; we must not forget that. When it ceases to be creative it is no longer a handicraft. You may boast about the money that you make out of it, but that is not handicraft; if it comes to that, let us pass it on and give it another name.

The last point—and this is from a national viewpoint—is this: we are all anxious to create a greater unity in Canada, and I suggest to you that there is no field which can make a greater contribution to that end than the field of handicrafts. My reason for saying that is that in this field there is nothing but admiration—no competition—to a certain extent emulation, and certainly mutual admiration. We are not inclined to look down upon some fine product which may come from any race or any religion. We look upon it knowing that it is beautiful; that it is art. This is a field in which there is truly room neither for politics, religion nor commercialization, and there should not be. It is a creative field. Let us encourage our people to display their talents; and let us be proud of the new Canadian as of the old Canadian. Let us all be Canadians and let us encourage all to make their contribution to the beautification of our national life.

I thank you very much, Mr. Chairman, for your kind attention.

Mrs. NIELSEN: Mr. Chairman, may I say just a word?

The CHAIRMAN: Yes, Mrs. Nielsen.

Mrs. NIELSEN: Reference was made by Dr. Bouchard to the women of Canada making things in their homes, developing skills in handicraft, using their hands. It is all very well to speak about developing skills for women in the homes—certainly I am for it—but I do realize that to some extent it is possible for them to become so absorbed in these things that they forget that it is not bodily skill alone which one needs to develop. There is an equal need for the development of mental skill through good reading and that sort of thing. I can recall from my own experience things that I found during the years of the depression. Many of our farm women were forced to do farm work in the fields, a lot more work than they ever had the remotest thought of

doing before. Not only that, they also had to develop skills in the weaving of these Murray Bay blankets, hooked rugs and things of that kind. They were really driven to it because that was the only way in which they could supply these simple comforts for their homes. They would meet around at the different homes and hook away at the rugs day after day and week after week. I remember one time when I called at one of these homes where the women were busy making their rugs it seemed to me to have passed all reasonable limits, so I said to them: "Throw away your rag rugs and develop your minds a little bit. Do some reading of good books. Do not give all your time to the development of the skill of your fingers. You know, Mr. Chairman, there is always the danger, when our economic system fails, of people being forced to use their hands so much that they fail to give attention to the necessary development of their minds. Please do not mistake me and think that I am not appreciative of all the things that have been put before us, because I am; but I think they should all be considered in measure of time, and in conjunction with the need of the things to develop the mind as well. Gentlemen, don't let us feel that we must give way to the demand of the products made by the skill of the hands to the detriment of developing the skill of the mind as well, because there is still a terrific need for the women of this country to develop their minds equally with their fingers. I hope you understand me and realize just what I mean.

Dr. BOUCHARD: I understand what you mean exactly, and I think you are perfectly right in what you have said. I know of some places in my own province of Quebec where the women are weaving what they call these Murray Bay bedspreads. You know how it is done. I visited homes where the daughter and the mother were sitting side by side at these looms weaving away at these rugs. A situation of that kind can only be considered deplorable and something which should not be permitted, something rather which should be repressed than encouraged. I think that angle should not be overlooked when we consider the application of post-war reconstruction. I agree entirely with what you said and I am very thankful to you for your remarks.

Mr. CASTLEDEN: Would you not agree that as soon as economic conditions drive a person down to where this is no longer an art, art is destroyed? You cannot live nobly unless you have the means to live. Life becomes a burden when economic conditions drive you to a situation where you have to commercialize your art. When you do that you destroy it.

Dr. BOUCHARD: That is right.

Mr. McNIVEN: Dr. Bouchard has emphasized the cultural side of the handicraft. I understand that the school of St. Francis Xavier in Nova Scotia has made notable progress in developing handicraft. I think Dr. MacDonald gave us some evidence along that line when he was before us. I was wondering if any report was to come before us indicating what had been accomplished by St. Francis Xavier College.

The WITNESS: I visited St. Francis Xavier in 1942 to attend a special handicraft conference which has since resulted in the establishment of their provincial government-sponsored program. The province received a great deal of encouragement from St. Francis Xavier, and they in turn sent out two sisters to the state of New Hampshire to study the administrative policies and organization details of the New Hampshire League of Arts and Crafts which bases its program on the idea of determining what can be made most economically and most conveniently by hand. They, of course, enjoy access to a real metropolitan buying area. They are able to go into it from a commercial production viewpoint almost on a professional scale. The Nova Scotia people are going to concentrate on weaving and pottery to get their program under way.

Mr. McNIVEN: Dr. Bouchard emphasized the cultural advantages. I am wondering if you do not see any danger to the cultural advantages of it. Here is what I have in mind. In a certain fishing village in the province of Nova Scotia



in which a certain mercantile company took a very real interest, they established a handicraft industry. As the community effort expanded and the industry assumed large proportions, they found they had to have an outlet for the production. Then this mercantile company opened a department in their store in Halifax—I may as well give the name, it is the Robert Simpson Company—and production grew to such an extent that it exceeded the demand of their Halifax store. They subsequently opened a branch in their Toronto store for the sale of these products. Now then, do you see any danger to cultural values, which I regard as very, very important, in the commercial aspect of it?

Dr. BOUCHARD: May I be privileged to reply to that, because I am directly concerned with it? I am an idealist and I speak more of cultural values. If as the result of the development of cultural values an industry such as the one you described springs up, I do not see any danger in that; it is all to the good. But, to go to those people and say: you will turn out so much of this thing, or you will do so much wood carving and so much rug hooking or so on, according to a sample and we will give you so much, always brings disaster. But, if something springs from the people, from the artists, and finally does give good results and is sold, if there is a market for it, I do not think that destroys the cultural value of it. That is my view. When making an appeal to the people the very worst method that could be used in seeking to advance a handicraft is to say to them: "Well now, if you make so many of this, there is so much money in it for you." In that way you will discourage them, because artists generally are very, very modest people. Very often they do not want to even put their work on display. To discover the real art in handicraft throughout the country you have to go by yourself and discover it in the homes; and generally, they do not think it is good enough to sell to others. There you have the instinct of the real artist.

Mr. McNIVEN: I would not like to leave the impression with the committee that what was said in reference to the village and the Robert Simpson Company was done with any thought of commercial value, the commercial aspect grew out of the development of the handicrafts and in that respect I think the Robert Simpson Company have done a very fine piece of work and ought to be commended for what they have accomplished.

Dr. BOUCHARD: I think so.

Mr. GILLIS: I am wondering whether Mr. Russell's answer to Mr. McNiven would probably be that the handicrafts developed in Nova Scotia were initiated by the provincial government.

The WITNESS: Oh, no.

Mr. GILLIS: Very well then. Another point I should like to make is this. Handicraft was not developed in Nova Scotia in the initial stages as a cultural development; it rose out of a necessity in the thirties, when that province was pretty well down, particularly in the rural communities. The people required a means of life, and St. Francis Xavier Extension Department undertook to rescue the people from themselves through the means of the development of handicrafts. It was not a cultural development at all; it was an economic necessity. The Tuft's Cove development is a development which occurred in a community which was completely demoralized, and the extension people went in there to try to give people something to live for, and they did an excellent job. Then it was commercialized because the venture was more or less on a commercial basis. When they got the thing fairly well developed on a real community basis the Robert Simpson people came in—and I believe it was necessary—they co-ordinated it and made a commercial venture out of it.

I think Dr. Bouchard's philosophy of the need for cultural development is the point we will have to keep in mind in the whole program. That should be the guiding principle. It is a development more concerned with the cultural

aspect than the commercial side. Of course, full credit for the development of the venture in Nova Scotia will have to be given to the co-operative people who pioneered the way; and we should also keep in mind that was a necessity which arose out of their economic circumstances. As Mr. Castleden pointed out a moment ago, I think the basis outlined by Dr. Bouchard is the basis on which it should go forward. I think the economic circumstances to-day are sufficiently well known to offset any repetition in the future of what happened in Nova Scotia.

Mr. McNIVEN: Might I ask, Mr. Gillis, if you agree to the good results from what was done in that particular village?

Mr. GILLIS: Certainly, that was one of the best examples we have had in Canada, it is a definite case of the people lifting themselves by their own boot straps out of a real difficulty.

The CHAIRMAN: Are we still carrying that activity on at Tuft's Cove?

Mr. GILLIS: Yes.

The CHAIRMAN: Mr. McCurry, will you present to the committee what you have to say on this general subject?

Mr. MCCURRY: I think the danger of commercialization to which Mr. McNiven referred in respect to craft workers would be obviated, at least to a desirable extent, if all the craft workers were like the Indian about whom you may have heard. He had made a particularly fine belt and he sold it. He had set a price of \$5 on it and he sold it. The man who bought it came back and said, "How much will you charge me for ten belts?" The Indian took a little while to calculate it, and he said, "\$100". The buyer said, "That is ridiculous. You want \$5 for one belt and \$100 for ten belts". "Well," the Indian replied, "making one belt is fun; making ten belts—well, that is hard work".

Mr. Chairman, I wish to thank you for giving me the opportunity of addressing the committee, but the subject has been so well covered by Mr. Russell and Dr. Bouchard that there is really nothing left for me to say. I am now convinced that there are enormous possibilities for the enrichment of Canadian life by some such program as has been outlined for you, an enrichment that will give us unity and yet diversity throughout this country. I think we are fortunate in having such a fine example as the ancient province of Quebec before us here which, as Dr. Bouchard put it, is fifty years ahead of the rest of us. It is an example which convinces us all of the great good that will flow from the establishment of handicrafts throughout the country.

There is one point which Mrs. Nielsen brought up and that is the need of standards. I think that is one of the most important things to be cared for by whoever takes over the direction of the handicraft program in Canada. Teachers in Canada have had very little opportunity to know about these things, and it has been our policy at the National Gallery as far as possible to help to rectify that absence of appropriate standards amongst teachers. Some years ago, I think it is, we were enabled to bring out to this country to address the provincial conference of teachers in the prairie provinces Miss Marion Robertson, Inspector of Art in the London County High Schools. She told us an interesting story which I think you would like to know which applies equally to handicraft and to art. She said that in her early days as a teacher in London, on account of her sympathy or something, all of the other teachers were apt to inflict upon her all the incorrigible children they had in their schools. She told us that her only remedy was to set them to work on art, or different crafts of some kind. She said that it invariably happened that within a very short time, a week or two, these incorrigible children became quite teachable and were absolutely transformed. That was her theory and she has tested it out in many places and found that it always works. She went so far with it that she took it up with the Home Office

because she was convinced that even those unfortunate people who get condemned to prison were merely people who were labouring under the same sort of frustration as she had found in connection with her incorrigible children, and she got the permission of the Home Secretary to develop this work in all of the prisons, with amazing results.

That is another good that can come from the teaching of crafts in the schools. The National Gallery has set up a program in collaboration with the C.B.C. whereby we can teach art appreciation to the children from coast to coast in this country over the radio using the little inexpensive reproduction of National Gallery pictures which we are producing now at one or two cents a copy so that every child can have in his notebook a miniature national gallery. All of these experiences which we have had in art are paralleled pretty well in the handicraft problem. Mr. Russell has set out his seven points which I think are very adequate. The most practical scheme now seems to be to have a comprehensive review made of the Canadian situation, and as soon as possible to commence the organization of small exhibitions. In our experience in the gallery the most stimulating thing, the thing that crystalizes public thought more than anything else, is to have an exhibition of what other people are doing and let people see and be stimulated in that way. If the National Gallery can be of any help to this committee our services are completely at your disposal.

Mr. CASTLEDEN: I think we ought to thank the last speaker for his remarks. I think it might be pointed out to this committee that probably the Indian was right. I think there is a field for research which might be presented to this committee on the cost in human values destroyed on the speeded up production line of modern industry. If we get some of the facts on that I think probably our modern industry production line is not so cheap or efficient in production as is sometimes thought.

The CHAIRMAN: Any further comments.

Mr. McNIVEN: In that regard I think Mr. Castleden will agree our modern production line is comparatively essential at the moment, and until victory is achieved; otherwise all this that we are talking about will be of no value at all.

Mr. CASTLEDEN: There is no argument on that.

The WITNESS: This can be just as important in wartime as in peacetime. I can give an example of mass production speeded up along the line of what you have been saying. It was an article bought in Woolworth's store. It need not have taken production time at all. It could have very well been made in the home for use in the home. The price in Woolworth's store was 35 cents. By making it in the home Mr. Ilsley got a \$50 bond. That may sound rather like stretching the point, but it was using time which would have eaten into a \$50 bill. I can give you the details of that actual case if you want to have them. Certainly mass production is necessary in some lines but not all the way through.

Mr. CASTLEDEN: I think there is no inference in my remarks about the necessity of war production.

The CHAIRMAN: This committee is a postwar committee. Mr. McCurry, may I say to you as president of the interdepartmental committee on hand arts and crafts, and through you to Dr. Bouchard and Mr. Russell that this committee appreciates your coming here, and the manner in which you have made your various submissions to us. I feel certain it is our intention to explore further the field which has been opened up for us today. I thank you all.

The committee adjourned at 12.45 o'clock p.m. to meet again at the call of the chair.





















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DEPT. OF POLITICAL SCIENCE  
UNIVERSITY OF TORONTO

Canada: Reconstruction & Re-establishment  
1944

(SESSION 1944

HOUSE OF COMMONS )

(SPECIAL COMMITTEE

ON

RECONSTRUCTION AND RE-ESTABLISHMENT )

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 8

THURSDAY, May 18, 1944

WITNESSES:

Messrs. D. J. Allan and R. A. Hoey of the Indian Affairs Branch,  
Department of Mines and Resources

OTTAWA  
EDMOND CLOUTIER  
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY

1944







## MINUTES OF PROCEEDINGS

THURSDAY, May 18, 1944.

The Special Committee on Reconstruction and Re-establishment met at 11 o'clock, Mr. J. G. Turgeon, the Chairman, presiding.

*Members present:* Messrs. Authier, Bertrand (*Prescott*), Castleden, Gillis, Gray, MacNicol, McDonald (*Pontiac*), McNiven, Marshall, Matthews, Nielsen, Mrs. Quelch, Rickard, Ross (*Calgary East*), Ross (*Middlesex East*), Turgeon.—16.

*In attendance:* Mr. W. J. F. Pratt, private secretary to the Minister of Mines and Resources.

Mr. D. J. Allan, superintendent of Reserves and Trusts Service, Indian Affairs Branch, Department of Mines and Resources, was called and examined. He was assisted by Mr. H. R. Conn, chief fur supervisor.

The witness tabled for distribution copies of:

1. Development of marshland in relation to fur production.
2. A proposed fur rehabilitation program.

Mr. R. A. Hoey, superintendent of Welfare and Training Service, Indian Affairs Branch, was called and questioned.

Witnesses were retired.

*Ordered,*—That the following documents be printed as appendices to this day's evidence. (See appendices A and B).

1. List of Indians in the armed forces by provinces (as of February 15, 1944).
2. A scheme of muskrat and beaver ranching with a covering letter from the Association for the Protection of Fur-bearing Animals.

At 1.05 p.m., the Committee adjourned until Wednesday, May 24, at 11 o'clock, when the Indian Affairs Branch's officials will again be heard.

ANTONIO PLOUFFE,  
*Acting Clerk of the Committee.*



## MINUTES OF EVIDENCE

HOUSE OF COMMONS,

May 18, 1944.

The Special Committee on Reconstruction and Re-establishment met this day at 11 o'clock a.m. The Chairman, Mr. J. G. Turgeon, presided.

### *Appearances:*

D. J. Allan, Superintendent, Reserves and Trusts Service, Indian Affairs Branch; Mr. H. R. Conn, Chief Fur Supervisor, Indian Affairs Branch; Mr. R. A. Hoey, Superintendent of Welfare and Training Service, Indian Affairs Branch.

The CHAIRMAN: Ladies and Gentlemen, we have with us Mr. D. J. Allan who is superintendent of the Reserves and Trusts Service of the Department of Indian Affairs. With him are Mr. Conn and Mr. Hoey. I am going to ask that Mr. Allan make some remarks to us to begin with in connection with what his department is trying to do for the reconstruction of the Indians through the propagation of fur-bearing animals, and the various works that lead up to that. You will remember at the last meeting we had Mr. Russell, who is with us this morning, Mr. Bouchard, and Mr. McCurry of the National Gallery. Reference was made to what was being done for the Indians so we thought it wise to have on the records that work which is being done and which is in the course of planning for our Indian people. Mr. Allan, you will be subject to questions at any time. I think you will find that the questions will come when you are through, but a member of parliament is always free to ask questions.

D. J. ALLAN, called

The WITNESS: I experience some difficulty in knowing just where to start in an attempt to present to you the necessity that work should be done to rehabilitate—and I prefer the word rehabilitate to conserve—the fur resources of Canada, not only in the interests of the Indians, who after all share them to only approximately one-third, but in the interests of the whole trapping fraternity of Canada. I think it is a fair statement to make that while most of the northern Indians are trappers they do not make up the majority of the trapping people of Canada. In fact, our estimates are that possibly of all trappers in Canada only one-third of them are Indians. While my work is among Indians, in considering the necessity that something should be done for fur bearers, and the benefits that would accrue from that, we will have to go a little wider than to consider it only from the Indian viewpoint.

It is my understanding this committee is concerned with what can be done in the post-war period to rehabilitate the fur industry, which is one of the basic industries of Canada. Assuming that to be the case I have one or two ideas which I might put before you to show first of all the necessity of some such work. My sight is failing a little and I may have a little difficulty in reading this material.

We have 2,443 Indians already enlisted in the services. They will return. That in itself might be misleading because of the definition of an Indian. There will be just as many, if not more, people of Indian blood in the services who are not classed as Indians, so that the figures will be much higher than that when it comes to a matter of rehabilitating the trapping fraternity.



*By Mr. Matthews:*

Q. They would be mostly voluntary enlistments?—A. I think all are voluntary enlistments amongst the Indians because the registration did not reach a great many of them. I have a breakdown by provinces, and it is a very surprising thing to me to note how many of the northern Indians, who are completely in the wilds, are in the forces. The Carlton agency in Saskatchewan is a purely trapping agency and they have 79 enlisted Indians. There are only trapping Indians in it, or very few who are not trapping Indians.

*By Mr. McNiven:*

Q. They are full-blooded Indians, are they? They are Indians on your reserves?—A. They are Indians on our Indian list. They are Indians under the definition of the Indian Act.

Q. For whom your department is responsible?—A. That is right.

Mr. Ross (*Middlesex*): They make first class soldiers, too.

The WITNESS: A good many have given their lives. Many will return. These enlisted men will return to the trapping lines for five reasons. The first is because it is their chosen occupation, and they love it. The second is because it is the only life they know and the only vocation in which they are trained. The third reason is because their friends and relatives are in the wilds and they wish to return to them. The fourth reason is because competition in more preferred employment will force them back into the trapping vocation. The fifth reason is that the organization of trap line systems will afford them a measure of security they have never enjoyed before, and they will get a much greater reward for their labours than they did before the war because the trap line organization is new and has been adopted generally pretty well all across Canada, as far as the Ottawa river, anyway.

Some provision should therefore be made to prepare for their return. The raw materials of their trade must be preserved for them. The industry must be organized and regulated if a sudden increase in the number of trappers thrown into the wilds is not to entirely decimate the fur-bearing animals. That is a very great danger which we face.

Then, taking the fur industry as an industry over the last decade, the figures for the last decade—and I get my figures from the Canada Year Book—show that the actual yearly fur production of Canada has dropped from about \$15,000,000 a year to \$13,000,000. That might not seem very serious, but during that last decade—and the decade which I am talking about ended in 1940 so it is really fourteen years—fur farming has developed to a very great extent, and has accounted in a given year for as high as 40 per cent of the total production. If we have a \$2,000,000 decrease in spite of the fact that 40 per cent of the total was from fur farms, what has been happening in the wilds? The fur in the wilds has been dropping off alarmingly, and something must be done to check it, and can be done to check it. It is my purpose to show it is a simple matter to check it. It is a simple and practical matter to restore it.

At this point I think possibly I might shorten this by just telling you the story of the fur development of the past five or six years as we know it, and, speaking for Mr. Conn and myself, as we have participated in it. With your indulgence I am going to review rapidly the history of the Summerberry rat project in the province of Manitoba. I think in the interests of clarity I had better read it.

In 1936 on information gleaned from various sources, not always reliable, we reached the conclusion that 2,000,000 acres of marshland in the Saskatchewan delta east of The Pas had produced in the occasionally good year as high as 200,000 muskrats, but these good years had not been of recent occurrence. We

had to go back to 1902 for a real crop. In the interval the catch appeared to have steadily fallen off until the production had become negligible.

At one time there were five fur companies in The Pas, all of whom were making a living out of that muskrat crop. At the time we started this investigation there was only one left out of the five, and that man in that particular year, 1936, had only handled 4,000 pelts. They were drawn not from the delta but from the whole north country tributary to The Pas. It was totally depleted.

We sought the reason and decided that the only apparent change was the dried out condition of the marsh. There must have been a change in conditions which kept the water off. Meanwhile 1,800 families who had previously won most of their livelihood from muskrat trapping on those marshes were on relief, and it looked as if they would have to remain there unless they could be educated or persuaded to follow some other vocation, which was not an easy assignment.

As an alternative it was decided to try to restore their livelihood to them by bringing the marshes back into a state of production that would maintain them, and the method was the flooding of the areas and control of water levels.

In 1936 the work of rehabilitation began. I am going to jump eight years. In 1944 from 20 per cent of these marshlands—we have only 20 per cent of it under development—we harvested this spring 205,000 rats valued at \$500,000. I have \$475,000 in my notes, but it will be higher than that. After the expenses have been paid over \$350,000 will be paid to 873 trappers, that is, 873 heads of families, or an average of \$450 to every trapper for one month's work. We have a whole community. The 843 families is a community of 3,500 people and they are all living off that marsh according to the Indian standard.

*By Mr. McDonald:*

Q. Are they Indians?—A. Many of them, not all. Out of the 873 there is a little over 300 who are actual Indians as we know them, but the great majority of the balance are of Indian blood who are classed as metis or half-breeds.

*By Mr. McNiven:*

Q. Do they do anything else in the other eleven months?—A. If we gave them enough money they would not. The old method was to have paid a man \$450 on the 31st day of May when the catch was sold, but we know if we paid that \$450 there would be one great big drunk, and eleven months during which they would be on our doorstep looking for a handout to live. Let me put it in the words of an old Indian up there who loved the flowing bowl. He came in one morning and he said, "I cannot understand it. I have got just as big a headache as I ever had and I have got \$275 left." He could not understand it. He thought headaches cost \$300 and he found he could buy just as good a one for \$25.

*By Mr. Matthews:*

Q. Why is the period of work referred to as just one month?—The rat crop is husbanded during the year, and while they are prime from fall to spring it is impractical to take them out of the houses while they are under snow. Therefore, the trapping season is this year from the first of April, or the 29th of March to the 30th of April. It is organized and our staffs look after these people. It is the busiest place you ever saw for one month, and then it is all through. The proceeds are spread this year over eighteen months. No man is allowed to collect more than \$25 in any one month. The surplus of six months under our plan is so that we will eventually wind up far enough ahead so that we have a year's crop in hand, and deferred payments coming in all the time to provide against what might very easily happen, and has happened, a complete or partial crop failure, or what is more likely due to war conditions, a complete or total price failure. We are planning to build up so we have a year's credit

in advance so they can carry on on the same standard without facing disaster if there were a crop failure or price failure or a combination of both.

In addition to the effect of that crop on the people \$100,000 of that money went back into the Manitoba treasury which I estimate is three times the administration cost. Therefore, there is two-thirds of it left to replay capital cost. The reason I stress this is that these projects, or similar projects, are entirely and totally self-liquidating, or can be made so. They do not need to cost anybody 5 cents because they will pay for themselves twice over—I was going to say ten times over, but let us be modest and say twice over. The project at The Pas which is only six years old has returned every cent of interest, capital and everything else that was ever put into it. You know how it is; it has gone into government general revenue. It might not have been specifically applied to the project but it is there in the revenue. It has been returned to the revenues of the province, and it can be repaid.

*By Mr. McDonald:*

Q. Did this project cost \$90,000?—A. It cost much more than that. The original cost of the engineering works on the first 135,000-acre block was estimated to be \$100,000. Manitoba, you know, is not a wealthy province, and in those days was far from wealthy. It was in the midst of the depression and in the midst of the driest cycle we ever had (and we were dealing with water). We came down here and persuaded Mr. Crerar of my department to advance \$50,000 of federal money to finance the first year's operations. The second year we came down and we asked for \$50,000 and got \$40,000. We were pretty lucky. We got \$40,000 in the second year. That is the original capital cost and that completed the construction program, but then we had to wait for nature to assert itself and for the rats to reproduce to a point where we could safely take a crop. We took the first crop at the end of the fourth year, one year ahead of schedule. We anticipated it would be the fifth year before we could take a crop. We took the first crop at the end of the fourth year, 126,000 rats which we sold for \$161,000. Then, after that original \$90,000 Manitoba financed the project.

Mr. MacNICOL: Pardon me; we voted \$300,000 for the Summerberry and other marsh rat programs. I know that. It came through the house and I supported it. That was under Mr. Crerar. I visited the Summerberry district two years ago. I know the area. I know the area the gentleman is talking about.

The WITNESS: I think I can clear that up. In 1936 there was voted a fur conservation vote of \$100,000. In the second year, 1937, there was a fur conservation vote of \$100,000. In 1938 they started to get economical and cut the vote to \$75,000.

Mr. MacNICOL: The amount that came before the house if I remember was \$300,000, and that was passed. I will have to go and dig up the estimates to find out the year. I was very anxious myself as to what was to be done with it, and Mr. Crerar, the minister, got up and gave an interesting explanation as to what was to be done with the \$300,000.

Later I visited the area and made a thorough survey over the Summerberry-Saskatchewan delta to see for myself what was going to be done.

The WITNESS: I was hoping you would be here, Mr. MacNICOL, because I knew you were familiar with it.

Mr. MacNICOL: I am quite familiar with the development. I may be wrong as to those figures but my memory seems clear that we voted \$300,000.

The WITNESS: Mr. McDonald asked about the \$90,000. I think I have explained that. The total cost to the first crop of \$161,000 was, as I recall it, federal and provincial, \$135,000. Then, immediately followed a second crop of 191,000 rats which we sold for \$391,000, or a total in the two crops of something



over \$524,000 from a project on which we had spent in both capital and administration account not more than \$150,000.

The point I am trying to raise is that can be duplicated in a dozen places. There are four or five places that we know, and other places that we are sure we could find if we went to the trouble to search for them. That comes into the program I am suggesting. Other projects need not be so big. You will not find a 2,000,000-acre delta anywhere else in Canada to my knowledge, but I know where there is one with possibly 500,000. I know of another where there are 250,000. I have heard of a place where a man told us he paddled by canoe through typical rat country for one whole day. I imagine there are 30 miles of it anyway, if he was any good as a canoe man. There are many that can be found and should be found. That is what I am advocating, that we search for them. We have demonstrated by this time that it can be done. When this thing started we had to sell something that was purely an abstraction, but to-day it is not nearly so difficult because we know exactly what we can do, how we can do it, and the results.

*By Mr. Quelch:*

Q. You mentioned there was \$450 a family which was paid out at the rate of \$25 a month. Would that be a full-time job, or would a man be able to go out on other work?—A. They have eleven months in a year in which to do as they like. They earn their \$25 a month in one month. They have still eleven months of the year to seek other employment, and they do.

I might digress on that for just one moment. Here is what happens. An Indian with a family is just like you or me. If they are going to starve to death he is going to starve with them. He has to stay there. He has to fish, he has to keep the stew pot filled, and he has got to stay there because of his poverty. Ever since this monthly payment plan has been adopted—and it is in its third year—the Indian can say, "My wife and family are provided for; they have got a credit in the store which is worth \$25 a month to them. I am footloose and fancy free. I can find employment where it offers." They are going to the prairies in the harvest time. They are going to lumber camps. They are going to fishing camps. They are going hundreds of miles from home looking for employment where previously, as I said before, they stayed and starved with their families. It has made a tremendous difference. It has untethered the feet of the Indian and let him go where employment offers. As you know during the war years employment is offering in many places and the Indians are fully employed.

Q. Are they responsible for any maintenance work in the marsh?—A. The maintenance work now is done by the province out of the cut they take out of the crop. The province gets their royalty of 5 cents a pelt. They pay all the costs. It is all very paternal. The fur does not belong to the trapper; it belongs to the project. It is collected at clearing points, graded, shipped, insured, cold-stored, sold, and the proceeds are then divided among the participants after deducting the costs of the actual collection and sale and grading of the fur. When they get to that point the province takes 20 per cent of the total. That is to cover maintenance and administration in the area. When you have got \$300,000 or \$400,000 worth of engineering works which are standing on 31 feet of silt subject to the pressure and the ravages of a river which will go on the rampage and rise 12 feet in a night, these works have to be maintained. The dikes may be 6 inches high, may be 8 feet high, which are holding that water where it will do the most good and where it is needed. Those dikes are in need of constant repair and maintenance and administration is quite an expensive item, but as I say in a year like this where they have a crop worth half a million dollars it does not take that \$100,000 which Manitoba takes out of the crop to take care of it in any one year. They have to build up a surplus. They

do not know when one of these big dams which cost anywhere from \$15,000 to \$50,000 will go out. They do not know when it will have to be replaced. In fact, they have to be built so they will go out. If you did not build them so they would go out you would have two rivers to dam instead of one. It would just go around the ends of it and tear out two channels. It is better for the dam to go and be replaced instead of staying there and forcing the water to cut new channels through the delta.

*By Mr. Rickard:*

Q. How much are these rats worth? A. On the rats from the Sipanok development in Saskatchewan the average price was \$3.13 last year. This year we hope for \$2.40. Owing to the action of the O.P.A. in the United States the price which was \$3.80 in the Winnipeg fur auction and Montreal fur auction now is \$3.08.

Q. That is a lot higher than it was a few years ago? A. I have seen them sold for 8 cents. I listened to an old Indian at The Pas the other day tell us a story that was very amusing. I have not time to tell it. He had shot with a .22 rifle a couple of hundred rats, and had taken them into The Pas and the result of his story was, "I sold them five for a quarter". That is the difference.

Q. I know locally we used to trap some around our way, and if we got 50 cents apiece we were getting a pretty good thing. A. In my time since I have been connected with this—and it is eight years—I have seen prices vary from 45 cents to 95, \$1.27, \$1.87, \$2.27, \$3.13, and this year I think they will be down to about \$2.40.

*By Mr. Ross (Middlesex):*

Q. How have these methods which you have been outlining affected the health conditions of the Indians? A. I am glad you asked that question. Our nutrition experts tell us that Indian indolence and laziness is due entirely to malnutrition. We have other experiences in northern Ontario which bear that out. There is a lumberman up here who said that he worked among Indians for 25 years without realizing that an Indian is a good bushman. He said, "Our foreman would hire them, and because the Indian could not turn out a day's work in the first five or six days he would fire them. Due to the war we have found we have to employ these men, and we have kept them on long enough so that they have got their bellies full. As soon as they got filled up and got their muscles strengthened I found to my surprise that I have got the best lumbermen I ever had. I kept them long enough to feed them up and get them fit for their jobs". He said, "I found that the Indians are first class bushmen, as good as any I ever had". You ask what effect it has on their health. One of the school inspectors who is up there told us—Mr. Hoey will remember this—that since these people have had a monthly income where they could buy food and soap the progress by these children in one year has exceeded what they usually made in two. The children in the schools have made tremendous progress since they have been getting enough to eat and enough to keep clean and decent on. Indian health has improved. They live on muskrat meat. This year we took 125 tons of muskrat meat off that project. Maybe you have heard of jerky. It is something like that. They live on that and it carries them through until about the first of August. With a quota of 265 rats apiece each trapper will have 300 pounds of muskrat meat. He will eat an inordinate amount of it at the time he is taking them, but there is a balance which is preserved and which carries him through pretty well until the end of the season.

*By Mr. Rickard:*

Q. Are there many of these Indians working in industries in the towns and cities? A. Not in that district, except lumber.

Q. I mean anywhere? A. Throughout Canada there are many of them. The total population is 118,000 Indians in Canada and we have virtually no unemployed Indians at the present time.

Q. At one time it was quite a job for them to get a job? A. It always is when competition is keen. Then, the first man to lose his job will be the Indian.

Q. And the last to get it? A. The last to get it. That is what we have to guard against in the immediate post-war years. It is not quite fair to provide only for the man who is overseas. The man who is unfit for that adventure and who is working long hours in industry which is promoting the war effort is entitled to consideration, too. Where we have 2,440 Indians enlisted we have double that number employed in lumber camps and various places, contributing to the war effort. For instance, in British Columbia you will find very low enlistments among the Indians. They were deliberately discouraged from enlisting because they were of far more value to the country to take the place of the Japanese in the fishing industry.

Q. The reason I am asking is we had an Indian family or two in our part of the country and it seemed hard for them to get a job. They just did not want to hire them for some reason or other, but I know one particular chap who got into a factory and he made a good job of it and stayed at it. A. They are just like the whites. There are good ones and bad ones.

Mr. MACNICOL: I would suggest that the gentleman finish his report.

The CHAIRMAN: The members are at liberty to ask questions, but I think it would be better if we permitted Mr. Allan to make his statement and then questions can be directed either to him or Mr. Hoey or Mr. Conn. I am not interfering with questions if anybody wishes to ask a question, but I think we would get more information and a more complete record.

The WITNESS: Just before I leave the muskrats may I leave one suggestion with you? Do we have to wait until after the war? It takes time to develop this. We have the engineering data, all the information that we need to proceed immediately with two other important projects, one of them in the province of Saskatchewan known as the Sipanok development. It is partially developed at the moment but it is capable of very great expansion. The other one is on the Athabasca delta in the northern part of Alberta. If we had \$300,000 at our disposal, and if we could get priorities on the necessary heavy equipment we could have these things producing in four years time. In fact, we could have the first one in two years time. It is producing now, as a matter of fact. We took 9,000 rats off it this year, but the one in Alberta is a project which is shouting to be developed in the interests of the trapping fraternity. Alberta is perfectly willing to cooperate but they cannot finance it themselves. My fur vote, as I call it, the \$75,000 which parliament votes for that work, is too small for an undertaking of that size with the commitments we already have. If we could, as I suggest in the memorandum that you have before you, get another \$300,000 immediately we could have those projects ready to accommodate a great many returning trapping people and men otherwise employed within a maximum of four years. If we wait until after the war it will still be four years from whenever that date is. Those are ready to go.

May I turn for a moment to beaver projects. Our fur rehabilitation efforts to date have been intimately associated with the control of water levels. If a beaver's pelt was worth nothing he should be rigorously protected in order that he might continue his engineering activities in the conservation of water. I was much impressed by an opinion expressed by the spokesman for a reconstruction committee at Meadow Lake, Sask., who advocated making it a criminal offence to kill a beaver anywhere at any time. If he is doing harm to hay meadows or highways, take him alive and transplant him into an area where



he can do nothing but good. He is our greatest water conservationist as he cannot live without it. He is responsible for the impounding of millions of acres of water in our afforested lands reducing the fire hazards, providing a suitable muskrat habitat, breeding places for wild water fowl, and generally keeping up the level of the water table. He prevents too rapid run-off and controls flood conditions. He preys on no living thing, has few enemies, and is subject to no epidemic disease yet discovered. He gets results.

I want to illustrate that with a story of a little project we have at Loon Lake, Sask. There was an area there full of pot-holes and sloughs, a typical prairie pot-hole and slough country which the Indians had trapped over. In recent years they had taken nothing off it. We got a lease from the province of Saskatchewan of seven townships in that country. It was right against the Alberta border. There were some beavers on it, 25 or 30 colonies. They were right on the Alberta border, and as we had no lease on the Alberta side we decided we would trap the beaver. We live-trapped them and put them in all seven townships where there was a suitable habitat where the overflow would not be lost to the project. That was three years ago. The second year we transplanted some more beaver. We spent a little over \$500. Remember there were no rats there when we started. This is not a big project but this year we trapped 2,367 rats off that area. They are worth \$6,000. The beavers did all the engineering work, and the beavers are still there and increasing. By transplanting beaver to a point where they could do some good both to themselves and to their cousins, the muskrats, they not only paid the costs of moving them in there but because of them there is a profit of \$5,000 after three years time.

To just illustrate how the Indians work among themselves, we figured there were enough muskrats to employ about 20 of them. They came right back at us and said, "This lease belongs to all of us. You pay say 20 of us \$60 apiece and we will trap all the rats there are there. You take the balance and divide it among everybody". That is pretty fair cooperation from Indians. That actually happened and the evidence is on our files. It has not been distributed because the pelts are still in the fur auction in Winnipeg. That just shows what the beaver can do and it supports the man who said it ought to be criminal to take one, anyway until we get them built up.

On the rehabilitation project at Fisher river in Manitoba the engineers went in and laid out sites for five man-made dams that were going to cost \$3,500 each. At the same time some years ago they put nine beaver into the area where none had been seen for forty years. Next spring the engineers came back to look over the ground and they found five of those nine beaver had located in a creek and built a dam. The dam was 12 feet from the bench marks on the bank where the engineers had put in their stakes as the location for that dam. That dam has never been built. The beaver dam is there and is doing the job. These five beaver in one season did a job that was going to cost us \$3,500. They did that while we were rustling the stuff together to build it. The other three beaver—there was one dead by the way; he was found floating belly up in the lake—located next year behind one of our man-built dams. The engineers decided they had not left the spillway high enough and they were going to add two feet to it. They took their stuff in to put two feet on the top of the dam and when they got there these three beavers had put a foot on the top of the dam. They did tear it down and replace it with a man-built structure, but the beavers had done the same thing that the engineers did. They knew that the water was not high enough so they put a foot on the top of the man-made dam. These are absolutely authentic and true stories. What I am appealing for is to put the beaver to work. We do not have to build these structures. The beaver will do it if we put them in the right places.

I am getting an awfully long way from my notes, but I am going to anticipate. At every place in northern Canada from the maritimes to British Columbia where you have running water and deciduous trees you can grow beaver. That is all they need. You can stick your finger anywhere on the map and say, "We will establish beaver there." It does not matter where. There are better areas and worse areas. They should be carefully selected, but that is substantially true, is it not, Mr. Conn?

MR. CONN: Correct.

THE WITNESS: Wherever you put your finger in northern Canada you can have beaver sanctuaries and produce beaver. It is so simple, so practical, and so absolutely unassailable that it is difficult to understand why we are not doing it?

MR. CONN: I notice Mr. McDonald is here. On the upper portions of the Coulonge and Black rivers you have got ideal beaver country. There have been developments there.

MR. McDONALD: But unfortunately they trapped to the last one there. I agree with what Mr. Allan said, somebody should have been shot.

THE WITNESS: If I can find my place I will try and get back on the track. I have suggested the establishment of 20 beaver preserves across Canada, and I have very arbitrarily apportioned them to the various parts of Canada where I think they should be. In considering such a plan you must keep this in mind. We run into it all the time. Fur is a provincial resource and under the control of the province. The land that you would have to occupy—and I am suggesting very substantial acreages—is provincially owned land. On the other hand, the industry is basically the same as agriculture, and there is a place for the dominion government in the effort if only to correlate the effort and assist the provinces in establishing it. You will run into difficulty if you go into the province of Ontario and tell them how to run their natural resources. If you are going to go in and run it you will run up against a stone wall, but Ontario will say to the Dominion of Canada, inasmuch as there is so much territory to develop and it will take so long, "We will welcome any help you care to give us in the developing of these resources, and we will give you co-operation". Saskatchewan, Alberta, British Columbia, Manitoba, Ontario and, above, all, Quebec, will co-operate 100 per cent in this program I have outlined.

MR. McDONALD: As a matter of fact, without interrupting you is it not a fact that Quebec has set aside certain lands in the northern part of the province?

MR. CONN: We have five projects now under development in the province of Quebec.

THE WITNESS: We have received from the province of Quebec by far the most wholehearted co-operation of any province in Canada, and we have shown results. Let me trace very roughly and very quickly what can be done on a beaver reserve in the province of Quebec. We took over the Nottaway in 1938. We organized it in 1940. Our first count on the Nottaway was 252 beaver. The next year it was 525 by actual count. The next year it was 740; the next year it was 1,170; the next year it was 1,875 and the last year it was 3,300, or from 252 to 3,300 in six years. We located the preserves first and then organized the Indian population.

*By Mr. MacNicol:*

Q. Did the federal government finance it?—A. Yes, the total cost, and it is not a prohibitive cost. I know, as a matter of fact, the average cost of the seven beaver sanctuaries that we are presently operating is about \$3,500 a year.

*By the Chairman:*

Q. Did you say that the total cost was borne by the federal government?—A. Yes, on the ones that we operate. It is out of this vote I was talking to Mr. McDonald about.

*By Mr. McDonald:*

Q. Is there any provision in your agreement with the provincial government whereby this reserve shall be for the Indians?—A. Exclusively for the Indians; we have the Peribonka; we have the Nottaway; we have the Abitibi; we have the Old Factory, and Grand Lake Victoria. Grand Lake Victoria is a study in itself.

*By Mr. MacNicol:*

Q. Will you complete the one you were at first when you said it cost \$3,500 a year to operate it? What were the capital costs for these beaver programs?—A. The only capital cost in connection with the beaver. Mr. MacNicol, is the live trapping and restocking. We did not do that in Quebec because we did not need it. There is a vestigial stock there sufficient for our purpose. In Ontario we have restocked them to the extent of 30 beaver a year, and it is costing us about \$38 a head to put them in there.

Q. You did not do any engineering work?—A. They do their own. Our costs fall into two groups. There is the administration cost, which is not high. Then we take a leaf out of Roosevelt's book and we pay them for not producing beaver. We take away part of their livelihood when we close an area and say, "You cannot trap beaver there." Therefore we pay the Indian. I am going to handle this very sketchily. It is worth a great deal of time and attention, but I want to show you how we organize these things. Mr. Conn, would you mind passing around some of your maps to the members?

Q. When you say you organize the Indians, will you kindly tell how you get the Indians listed, how you get their names on your records?—A. Actually, what we do is we go into a district, preferably in Quebec where there is no one but Indians. They were all Indians in these particular places. We get them all around a council table eventually. It is not easy, but we eventually get them there and we ask the simple question, "Where do you trap?" He will show you on the map. We have a map in front of us. He will show you where he traps. The man next to him will say, "The hell you do; I trap there," and then your argument is on. They go on from there and eventually the boundaries of each family group's trapping ground evolves and you work them out. Eventually we get it worked out into family group trapping lines. They are group trapping lines, e.g., where a man and his two sons-in-law and his three sons habitually trap. We set them out in family groups, and we take the patriarch of that family group and make him what we call a "tally man." I am the one responsible for that name, and I could not get rid of it. I will tell you a little story about that tally man for entertainment. I was drawing an order in council trying to appoint these people. We were going to pay them \$50 a year to count beaver and mark them. I could not call them game wardens because the civil service have that classification. I could not call them game guardians because they have got that, and if I called them that I would have to pay them \$1,600 a year. In my groping for a name for these fellows who were going to count beaver I went back to the old prairie days and I said, "He is a tally man; he counts the bushels from the separator." I called him a tally man. Mr. Conn, who had never set eyes on the prairies, said, "That is a heck of a name." He came back to me a year afterward. I said, "We are preparing this order in council. What are we going to call these chaps?" He said, "Heavens, you have got to call them tally men. That is a badge of honour now. You



could not change that." So we have that head of that family group who is called a tally man. He is paid \$50 a year for two purposes, to refrain from taking beaver and to count and plot on the map where the beaver houses are. We actually mark them. We mark them like a mining claim. There is the marker. A beaver marker is put on every house which is found and a number is on it. The Indian who marks it is given what we call a beaver token which is a corresponding marker, so that if there is any dispute about the ownership of a house a man fishes in his pocket and brings out the token with the number on it. That is his house and he is responsible for it. That is the way it is organized. Have you seen the plan in the book? It is organized on that basis. We have no trouble with it. If you look at the maps you have before you you will see little beavers in three colours stamped on them. Those are three years, two years or one year, as the case may be, where counts have been made. That is Mr. Conn's specialty, the organization of the Indians on their trapping grounds. He has a very interesting story about the co-operation he gets.

For instance, if any of you happen to have the Peribonka one, an Indian sent his son fifty miles to tell his neighbour he had found a house that was on his ground and he had marked it with his mark but he was not claiming it. He said, "This is your house." He sent his son fifty miles on snowshoes to tell his neighbour he had found a beaver house. That is the kind of co-operation we get.

*By Mr. MacNicol:*

Q. How many beaver do you take out of one beaver house in a season, or out of a group of houses?—A. We are not trapping beaver yet, but Mr. Conn can answer that. We would estimate that a house would have five in it. At the first we would not allow them to take more than one. Our objective would be to take something less than the increment in order to let the stocks grow up. We will not take any at all until we are sure there is stock sufficient to repopulate the area.

Q. I think Thomas Lamb of Moose Lake, who is perhaps one of the leading experts in that business in the Summerberry area, takes three beaver out of two houses?—A. Takes three muskrats, you mean?

Q. I should have said muskrats.—A. They will average out about that.

Q. Three out of two houses?—A. I have the actual figures here. We had 43,000 houses on the Connolly and we had 32,000 on the Summerberry. That is about 75,000 houses, and we took 205,000 rats.

*By Mr. Castleden:*

Q. I gather from your remarks it would differ with different years with regard to the increase?—A. Not in connection with one house I do not think it would differ. Probably what you would take would vary with the years to some extent. We take on a quota system all the time. Roughly we take the number of houses and multiply it by three, three rats to the house.

Q. This is muskrats? This is not beaver?—A. This is muskrats, but in heavily congested areas we have taken as high as five to the house, and then not taken enough. There are terrific increases in some places, not always accountable. I do not know how you can account for it.

MR. MACNICOL: I think Mr. Lamb told me he worked on the basis of three muskrats from two houses, and in that way he was building up his muskrat houses.

THE WITNESS: Mr. Lamb is a very old and respected friend of mine. He started me in the fur business, but if I may say it, the province of Manitoba has gone so far beyond Tom Lamb that he is not in the picture.

Mr. MACNICOL: I would not say that, Mr. Chairman. It was Thomas Lamb who at his own expense purchased the equipment to take the water out of the river and pour it into the dried out marshes. That is my information, and I am subject to correction. The province of Manitoba may have lent its assistance later but he was personally responsible for doing that, I saw his equipment.

The WITNESS: There is not any doubt about it.

The CHAIRMAN: I do not think Mr. Allan is denying that.

The WITNESS: There is not any doubt about it but I will tell you if you want me to.

*By Mr. MacNicol:*

Q. Why would you say the Manitoba officials are so far ahead of him when he was personally responsible for that?—A. Because he has got too many irons in the fire and he is not working at it. Tom Lamb did not take one rat this year, and he only took a handful last year. He has got a gold mine and he is not working it. He is in the fish business; he is in every other business. He is a grand fellow. He had the original idea. We owe it all to Tom Lamb's original idea. I often illustrate that by this; you know the little tea bag that hangs in a teapot. I was told that the man who invented that made a million dollars by patenting the idea. Tom Lamb did not patent any idea. We stole it from him, or we took it. He said, "Take it, boys, and do what you can do with it". That was his attitude. I told the people in The Pas one time, where Tom Lamb at the time was not particularly popular, "The time will come when you will put up a monument to Tom Lamb's memory in the town of The Pas. His thinking and his foresight has done more for this community than any other man, and you will come to believe that some day".

The CHAIRMAN: May I suggest now that we have got Mr. Tom Lamb's reputation properly rebuilt that we return to the subject matter. He stands well on the records now.

The WITNESS: He stands well with me.

Mr. MACNICOL: And with me, too.

The CHAIRMAN: And with the record.

The WITNESS: Mr. Chairman, I have not got any idea of the time. We must be getting pretty well on to the time when we have to adjourn.

Mr. MACNICOL: I have one or two questions I should like to ask.

The CHAIRMAN: If Mr. Allan would sit down I think this would be a good time for a few remarks and questions based on what he has told us and on the knowledge of the various members. Questions can be directed to Mr. Allan or to any of the others. That might be a good way.

*By Mr. MacNicol:*

Q. The first item mentioned on the mimeographed sheet is extension and completion of Sipanok rat development project. I should like to ask you a question about that first item. Perhaps Mr. Allan would explain to the committee what that means. Is the Sipanok cut-off project from the Saskatchewan river to the Carrot river under way?—A. Yes, we have had a construction program going on there for the last three years. The Sipanok channel is the connecting link between the Saskatchewan river and the Carrot river. It is in the province of Saskatchewan about thirty or forty miles above The Pas. It flows only in high water. It cuts off what they call The Pas triangle on the one side, and then to the west of it there is marsh land, about 520,000 acres of marsh or land which could be made marsh.

Q. Adjacent to the channel?—A. Yes, on both sides of it. There is a 17-foot fall between the Saskatchewan and Carrot rivers. There is a point on the Sipanok where we selected a site for a dam. It is 16 to 17 feet high

and it has almost reached the stage of completion. It will impound water 33 miles behind it. Behind that dam we will have a connecting canal into the marsh to the west. When that is functioning properly—it is not yet completed—we will bring into the production program 100,000 acres of marsh. There is a little creek which runs across that at the other end that we have already under control. We built a \$6,500 dam on it. We have taken this year 9,000—I love to get these things right—9,784 muskrats off it. They are in Winnipeg now awaiting sale. Last year we took 700 less than that, actually 8,994 last year which we sold for over \$38,000.

Q. I think it would help, Mr. Allan, if you would kindly confine your answers not to the rats but to the work to be done. You are going to build a dam on the Sipanok?—A. We have it built. It is not finished yet.

Q. That will bring in how many muskrat land acres?—A. 100,000 acres on the west, and when we get the second canal in there is about 200,000 acres on the east in a triangle.

Q. Is there any boat traffic down the Sipanok?—A. No.

Q. You would not need to have a lock?—A. No, the only objection which was raised to our damming the Sipanok was it would cut off the spring flood waters from the Carrot and might embarrass The Pas lumber company in getting their log drive down the Carrot.

Q. That would look to me like a very good project. That country is really muskrat country.—A. The boys who worked for seven or eight years on The Pas say that the Sipanok is every bit as good, if not better, than The Pas.

*By Mr. Castleden:*

Q. Are the 250,000 acres in Saskatchewan?—A. All in Saskatchewan.

Q. And the dam and the rat development scheme is in Saskatchewan?—A. Yes.

Q. Do the Indians on the reserves have the rights for trapping in there?—A. I think there are 271 Indians living within the boundaries of the lease we have from Saskatchewan, and the deal we have with Saskatchewan is that until these Indians can make \$300 in a year it is theirs exclusively, but it will go far beyond that, and when it goes beyond that then in addition to these Indians Saskatchewan will nominate one-half of the surplus trappers and we will nominate the other half. It will serve the whole district in there right down to Pelican narrows.

Q. Will it take in the Indians in the less fortunate reserves?—A. We can bring them in after these people get their \$300.

Q. Are you bringing in Indians off reserves or other Indians?—A. We will bring Indians off reserves. They are all attached to some reserve.

Q. There are metis Indians who are not on reserves.—A. Those are Saskatchewan's, that is the 50 per cent Saskatchewan will have. After we get to a certain point the production will be divided equally between the Indian population of Saskatchewan and metis and white.

*By Mrs. Nielsen:*

Q. Would that be the metis people from the Green lake reservation?—A. I do not know the Green lake reservation. Where is Green lake?

Q. Green lake is a little north and east of Meadow lake. Two years ago the provincial government set up a reservation there. They bought the land and moved out the white people who were settled there and let the metis people go there.—A. I am not familiar with the location of that although I have maps with all these metis settlements on them.

Q. You have mentioned already two places within my riding, Loon lake and Meadow lake. I know I have got somewhere about 2,500 Indians in my part of the country. I was wondering what schemes you have for my particular



territory for expansion?—A. I do not know just where the line between the federal constituencies is drawn but if you know the Saskatchewan constituencies it is in Assiniboia and Carlton, is it?

Q. I would not know. That is away south of me.—A. The northern part of the province is divided into two big constituencies.

Q. Cumberland?—A. Cumberland and Assiniboia. We have three small fur preserves up there, two of them with half a million acres, and one of them with 1,200,000 acres which we have developed in co-operation with Saskatchewan.

Q. That is very far north, is it not?—A. They are in the Lac la Ronge area.

Q. Between the Beaver River area and the Lac la Ronge area is there any prospect of doing anything?—A. That Beaver river country is magnificent beaver country. Were I picking a beaver location in the province of Saskatchewan it would be one of the first places I would establish. We have 29 projects picked out there, none of which we are proceeding with, but they are there to be developed when the men, money and equipment are made available.

Q. Then I am certainly voting for that money.

Mr. MACNICOL: This money would not have anything to do with that area at all. The area Mrs. Nielsen is talking about is not anywhere near the Sipanok area.

The WITNESS: No, she is pretty well away from it.

Mr. MACNICOL: Mrs. Nielsen's area is north and west up near the Beaver river?

The WITNESS: The Sipanok would be just about as close to the Manitoba boundary — —

*By Mr. MacNicol:*

Q. Cumberland riding would be away hundreds of miles east of the Beaver river area. Cumberland is not far from The Pas, but is in Saskatchewan? It is north and west. The Hudson's Bay Company have a big fur post at Cumberland.

*By Mr. Ross:*

Q. Coming back to this project near The Pas how far is that from the Indian reserve?—A. There are four Indian reserves adjacent to it. The one at The Pas is right at the town of The Pas. There are about 500 Indians there. Then, Moose lake is the second largest one. It is on Moose lake about seventy miles east of The Pas. Then there is Chemahawin at the north end of Cedar lake.

Q. I am not asking how far they are from The Pas. How far are they from the marsh?—A. They are on the border of it. They sit right on the border of it.

Q. And the Indians from all these four reserves use it?—A. Yes.

Q. What about the rest of the Indians? What is being done to help the rest of the Indians? First of all, what proportion of the Indians do trapping?—A. You mean in Canada as a whole?

Q. No, of the Indians on these four reserves, what proportion do trapping?—A. Every adult male 15 years old and up, and some of the women.

*By Mr. MacNicol:*

Q. Moose lake would be east of The Pas?—A. Yes.

*By Mr. McDonald:*

Q. The distribution of the money which you mentioned a while ago is made amongst them from 15 years up?—A. Yes.

Q. To each one?—A. Yes.

*By Mr. Castleden:*

Q. A portion of it is kept under control, set aside?—A. The whole is kept under control and doled out to them \$25 a month. The legal fiction we have set up is that the money belongs to the project. The fur belongs to the project. The trappers are share of crop trappers, and the fact that they get 72 or 73 per cent of the catch does not change the situation that it is share of crop. This year that is divided over 18 months because there was a big crop and peak prices. We are trying to provide for the future so that we do not have to cut these people down who are getting \$25 to \$7 next year and up again to \$15 and down again to \$10 and down to \$5 and all over the place. We are trying to get it stabilized so that we can maintain the \$25 a month permanently.

*By the Chairman:*

Q. May I ask a question? What of the market for furs if your proposals were carried out by the various governments in co-operation and furs were produced in large quantities? What is your opinion of the markets not only as they prevail now but as you see them in the future?—A. The price would go down, and that would be an excellent thing. Fur is a peculiar thing in this way, that if you put the price of muskrats up to \$3 a skin you limit the people who can wear muskrat or Hudson seal coats to the upper strata who can afford them. If we return to the days of the 45 or 50 cent rat we bring the price of coats down to \$200 instead of \$500. You multiply your potential purchasers by 20. More of the cheaper rats will be used. There is another very peculiar thing in connection with the muskrat market. The Louisiana marshes, as you know, produce annually from 2,000,000 to 7,000,000 pelts, and they are inferior to ours. That is more than is produced in all of Canada plus Alaska. It is an inferior grade of fur, and they would build an inferior coat if they were all made of Louisiana muskrat, but they are not. The Americans import the very best of our high leather strong pelts. The leather in ours is like box calf and theirs is like paper. They put this high-class Canadian muskrat into the elbows, the revers and the seat of these coats to make them wear better. The bigger the crop in the United States the bigger the demand for ours because they need more of it to make up their processed and manufactured articles. The converse is true. Our manufacturers bring in the cheaper fur from Louisiana for the non-wearing parts, under the arms, and so on, to cheapen our coats so as to bring them down within the purchasing power of those whom they propose to serve. Anything we can do in muskrat production for the next twenty years is not going to make any difference to the market for fur.

THE CHAIRMAN: Any further questions?

*By Mr. Rickard:*

Q. What are the living conditions of these Indians? What kind of houses do they live in?—A. I wish I had been able to show you the picture we had down here from Manitoba. In the community of Moose lake, where they have lived for years in wickieups, tents, and so on, they have got a regular colony of new modest homes, well painted and comfortable, all attributable to the muskrat development.

*By Mr. MacNicol:*

Q. There is a fine school and a fine church at Moose Lake.—A. That is right. Conditions in the areas immediately surrounding them have gone up markedly, both housing conditions and their general health.

*By Mr. Castleden:*

Q. What is the possibility of extending that, because I am quite sure that conditions in other reserves are not as good?—A. I am glad you asked that

question because, mind you, we have no field force to go and search these things out. We get tips from here and there from survey parties. We trace where the fur comes from, and if the muskrats come in quantity there must be a certain suitable area or they would not come from there. We have The Pas belt, we have the Athabasca belt, we have the Sipanok, we have the Fisher river, and the Netly marsh. That about exhausts the places where the thing can be developed. They are all being developed. The Athabasca is not, but we should be at it now. Then, down the Mackenzie river there are three or four places we know are good. At the head waters of the Hay river in Alberta we know there is excellent country. The story I told you a few minutes ago about the man who paddled all day through muskrat swamp was on the Sachigo river in northern Ontario. We do not know about the places. We have got to send scouting parties out and prospect these areas. We cannot develop 1,000 acres. It is too small, but we can develop 10,000, 50,000 or 500,000. They exist in all parts of Canada in varying sizes. If they are big enough we can go into them. If they are not big enough then private people can develop them along the same lines.

Q. What I wanted to know was what is the possibility of rehabilitating Indians who are living in such terrible conditions on the reserves?—A. By this method?

Q. Yes, the number of Indians in the province of Saskatchewan who are living on the low standard that can be brought up to the standard you have at The Pas. Take the number of Indians you have and the possibilities of the province of Saskatchewan, and within what time you think it can be done?—A. We can improve conditions gradually. The effect of these projects cannot be felt for four or five years from the time they are started. We have four in Saskatchewan now. I mentioned that to Mrs. Nielsen a moment ago. Three of them are up in the Lac la Ronge area and the big one is at Sipanok. We can extend them indefinitely almost.

*By Mr. MacNicol:*

Q. I was going to ask about the Sipanok area. Have you found any albinos there?—A. No, there are none found yet on the Sipanok. We have them in The Pas, as you know.

Q. You have on the Smummerberry?—A. Yes.

Q. What are they worth per hide?—A. I do not think they are worth anything, but they may be.

Q. It is a pure white muskrat, Mr. Chairman.—A. There is one.

Q. I am told a coat made from albinos is worth \$5,000.—A. This is an albino muskrat.

*By Mr. Ross:*

Q. As to the Indians who are not fortunate enough to be near these marshes what is the government doing in the way of rehabilitating them when they come back from the war?—A. It is rather surprising to me to have a member of the government ask me what the government is doing for them. I am wondering what the government is going to do for them. There are two things proposed now. There is the Veterans Land Act.

Q. I am only speaking of the Indians. It is just the Indians I am concerned about. I am not asking about white people.—A. I know, but there is nothing in the Veterans Land Act that will not apply to an Indian if he wants to go on the land. The provisions of the Veterans Land Act will extend to him. The fishing provisions of the Veterans Land Act will extend to the Indians of the maritimes, and coast.

Q. I was wondering if the department was concerning itself in any way on behalf of the Indians? You told us about the trapping near the marshes. I was wondering if the department was concerning itself in the way of looking



after them in other respects than by trapping. In what way are they trying to help the Indians when they come back?

THE CHAIRMAN: You mean by handicrafts, and that sort of thing?

*By Mr. Ross:*

Q. Are they encouraging them or helping them in the way of handcraft work?—A. It is not really in my line of work, that sort of stuff. Fur is, but possibly Mr. Hoey can answer it.

The CHAIRMAN: I will ask Mr. Hoey to answer it.

Mr. HOEY: You might explain to Mr. Ross the housing scheme.

The WITNESS: Mr. Hoey has asked me to suggest to you one plan we have. We have what you might call slum areas on all Indian reservations where their housing conditions are deplorable.

Mrs. NIELSEN: You are telling me.

The WITNESS: Mrs. Nielsen approves my saying it is deplorable in many cases. On the other hand we have young Indians who are for the first time obtaining training and discipline and possibly, we hope, the ambition to do something better than they have. The plan we have in mind is to take from the returned men men with engineering experience and construction experience and set them up in groups of two white men, two technical men, trained men, and around that group build a construction crew of five or six men, multiply that crew by 100 and turn them loose in the Indian communities, start at one end of an Indian reserve and to what is required to be done through every one of these Indian communities until we can reestablish them and clear up the slum conditions which exist there. We think by that method we could employ a couple of hundred technical men, white men, and a thousand returned Indians. That will be about all the Indians whom we would have to take care of who were really returned soldiers. A program of that kind would take care of the returned soldiers among the Indians pretty well, and it would do a remarkable job in clearing up the deplorable conditions which exist in many Indian communities as to housing. That is one thing we have definitely in mind.

Mr. CHAIRMAN: I will ask Mr. Hoey if he will answer the other question.

Mr. HOEY: Mr. Chairman, we have an official in charge of handicrafts and responsible for its production throughout the dominion. Just at the moment it is exceedingly difficult to push handcraft projects for the simple reason that the only Indians prepared to turn their attention to such work are the very old and the limited number suffering from physical disabilities. Until the outbreak of the war our handcraft projects were multiplying encouragingly. When I speak of handicrafts I have in mind the organization of hand loom weaving projects, the production of ties, scarves, and that kind of thing, basket making in which they excel in eastern Canada on reserves such as Pierreville in Quebec, and St. Regis here on the border. Within the last two years we have been doing a certain amount of experimental work. I visited a willow farm near the city of Brantford. I discovered a Dutchman there producing willows. They grow on comparatively dry land. They can be cured and turned into rather rich golden coloured baskets. I thought they were possibilities because a number of the large departmental stores had approached us and asked us if we could produce baskets which until the outbreak of the war had been imported from Czecho-Slovakia and western Poland. Two years ago I proceeded to cultivate twelve acres at Caradoc in Ontario, twelve acres at Pierreville and about ten acres at Maria in Quebec. We are producing willow. After two years we can cut this willow, cure it and start the Indians on basket making projects, woven baskets, and wicker woven furniture. Incidentally I have had three or four offers already for the total production of these small acreages. The Canadian National Institute for the Blind, for example, will be prepared

right now to take over our entire output, but it is an experiment undertaken in the hope it will provide employment for the Indians, not immediately, because they are nearly all gainfully employed, but in the immediate post-war period when it is likely to more difficult to secure employment. Just lately we established in Alberta at Grouard a factory for the production of head dresses and moccasins. We have fifteen young men and women employed, young men and women who have completed their elementary studies at the Grouard Residential School and I might say here, I do not think it is any secret, that we have two offers already for the purchase of that little factory, large firms have become sufficiently interested to say, we think we can handle that better than you can; but we are not selling out, it is an experiment on an entirely different line, producing moccasins, head dresses and handicrafts and the like, and it is nearly all operated under local leadership. A young priest, one of the Oblate Fathers went out there and introduced it. It is one of our best experiments. It is most difficult to secure employment for these Indians, so he made arrangements to establish this little factory to provide them with employment. And he made a good job of it. We assist him from the revolving fund, provision for which was made by parliament a few years ago; it is a revolving fund under which Indians can get a loan at a low rate of interest for a period of five years after which it is paid back into the fund. And now, we have a group of Indians who have developed a worthwhile undertaking in the manufacture of handicraft products.

Mr. Ross: Are you familiar with the Stony Indian Reserve?

Mr. HOEY: In a general way, yes.

Mr. Ross: The lands there are very gravelly, not suitable for agriculture at all; what is the government doing in the way of assisting those Indians to help themselves?

Mr. HOEY: Well, Mr. Allan is responsible for the purchase of additional land. That comes under the Reserves and Trusts Division, Mr. Ross. I only entered the Indian Affairs Branch in 1936, and I think since that year,—I can make a definite statement I think without fear of contradiction—that the Stony Land problem has been continually coming before us for review; we are anxious to secure additional land, more productive lands.

Mr. Ross: None of them have been secured yet?

Mr. HOEY: I do not think so, but it does not come under me; and what the difficulties are I am not in a position to state. But I do want to assure that the matter has not been overlooked. We have had conference after conference, and Mr. Allan would be able to give you more complete evidence.

Mr. Ross (*Calgary East*): Is there anything being done in the way of instructing the Indians on that reserve along any lines whatever other than farming; there is no farming there, no land—say in handicrafts?

Mr. HOEY: Yes.

Mr. Ross: Have you some one instructing on handicrafts on that reserve?

Mr. HOEY: Well, about four years ago we had a Dominion-wide competition and received 156 applications for a position, and the man who qualified at that examination was placed in charge of handicraft instruction at our Indian schools. That man has made a survey of all the Indian schools in the Dominion, with the exception of a few in the north; he is director of the program. He does not necessarily recommend the same program for all schools in the Dominion, but he is supposed to study their needs and has worked out a worthwhile educational program. If I had known that this matter was going to come up I would have had him bring over literature on it, he has a supply of literature on the subject.

Mr. Ross: But he is not stationed on that reserve, or stationed on any particular reserve, is he? I happen to know that Stony Indian Reserve and I am just using it for purposes of illustration.

Mr. HOEY: The problems differ. For example, I had a request about two or three years ago from the principal of the residential school there for mink. I discussed it with the Minister and the Minister thought it would be a very fine thing to have the Indians taught to care for animals, particularly how to breed and look after fur-bearing animals; and they have a little farm there at which they are supposed to give instruction in the breeding and care of mink, I think it has done reasonably well. I do not know whether or not you are familiar with it.

Mr. MACNICOL: On which reserve is that?

Mr. HOEY: Morley, Alberta, that is at the Morley residential school.

Mr. MACNICOL: That is beyond the school. It is a small affair.

Mr. QUELCH: Is any provision made for the financing of these Indians in their mink farming after they have had their training.

Mr. HOEY: Yes. I have already referred to the revolving fund.

Mrs. NIELSEN: The idea of having handicraft instruction I think is a very good one, but why do they not try to train the Indians themselves to be instructors. Is it correct that during the war the Indians are not allowed to pay out of their own funds for teachers to receive education—that is not correct. How many Indians have you as handicraft instructors?

Mr. HOEY: I am glad you asked that question. The late Dr. Robertson when he was inspector in Saskatchewan discovered during the course of his inspection trips that Indian women were on the whole much more interested in the improvement of conditions on the reserves than the men. In his judgment they had a greater sense of values and he organized a number of homemakers' clubs and these homemakers' clubs have multiplied at a very encouraging rate during the last three or four years. I am unable to describe the actual change in conditions that they have brought about. I can take you to a reserve not a hundred miles away from here which at one time was one of the worst in the whole province of Ontario. The women were organized there into homemakers' clubs. We had good local leadership and the conditions of that reserve at the moment are almost ideal. These women have taken huge quantities of discarded military clothing and have made a fine salvage job of it. They take it and remodel it and send in samples to the department and to the Wartime Prices and Trade Board here of what they are doing. Quantities of this remodelled clothing have been taken to communities such as London, Ontario, and Three Rivers, Quebec, and even into Montreal and Westmount, and held it up to the white population as an example of a worthwhile salvage job undertaken and accomplished by Indian women. The skill of the Indian hand is of constant astonishment to me. You can take anything and place it in front of an Indian and he will make it almost ideally. These women are remodelling this clothing; and I would like Mrs. Nielsen sometime to drop in to see this work because I think it is one of the finest small things that has been accomplished in the Indian Affairs Branch perhaps since Confederation. It is a magnificent piece of work. They have taken the discarded military stocks, tons of them, they have washed them, they have unravelled them out, and they have returned them to the army. We have letter after letter of appreciation from the military authorities thanking us for that reprocessed wool. There is no reason in the world why any group of Indians on any reserve in Canada cannot undertake tasks such as that, and we are encouraging them to do so.

Mrs. NIELSEN: I would like an answer to my question as to how many Indians you have as instructors in Canada.

Mr. HOEY: We have no instructors, but they all had training by instructors, Mrs. Nielsen.

Mrs. NIELSEN: You have just the one person?



Mr. HOEY: We have just the one official in this work.

Mrs. NIELSEN: And he is a white man?

Mr. HOEY: No, it is a lady.

Mrs. NIELSEN: Oh, it is a woman; yes, and a white woman; it does seem to me that the Indians themselves should have their own Indians up there that would teach them. If you had the Indians and you gave them the training they would be the best people to do the instructional work.

Mr. HOEY: That problem is continually coming up. It is our experience that the Indians do not remain with us long after they have become fully qualified to give instruction or provide medical care. Dr. Jamieson was for a time medical officer at Candiach—we had another man there, a teacher, and he left us a few years ago. We had a young man, a graduate of Guelph, a veterinarian—he specialized in sheep and the diseases of sheep, and he got an offer from the New Zealand government and he left. We have lost three doctors within the last few years. Well, I said to Dr. Moore this morning, how many nurses graduated during the last two years; and he said, about twenty-five; and I said how many of them are in your employ, he said not a single one. They just all find the same channel; we go to the trouble of training them and then they leave us and seek positions outside of our service. But, in order to balance up my statement, let me say that we have fourteen schools on the Six Nations reserve with fourteen fully qualified Indian teachers in charge. The farm instructor, and the chief clerk in the office of the Six Nations reserve are Indians; one of Dr. Moore's assistants in the department here is an Indian; one of the clerks in the Treasury Division is an Indian. A fair proportion of the Indians do remain in our service. A great many of them, however, come in, are trained and serve their people for a while and then leave.

Mrs. NIELSEN: Of course, that is no different than the situation with respect to our own universities. A lot of our boys are overseas, and a lot of them go away.

Mr. HOEY: I am not blaming them at all, I am just trying to answer the question.

Mr. CASTLEDEN: I was very interested in your remarks, particularly the rehabilitation scheme outlined by Mr. Allan where he proposes to put men in to rebuild these homes. After visiting a number of these Indian reserves in Saskatchewan I would say that there is a great big job to be done there in restoring it to its proper condition, not only have they got to have new houses, but there seems to be a terrific job which needs to be done in connection with health and general morale among these people. There is, I think, something wrong in the educational policy. There is natural talent among these Indians which has never been afforded anything like an adequate opportunity for expression. If you try to put them on these farms and make them do farming you will not succeed; they are not all farmers; there are undoubtedly some who would like to be farmers, some who would like to be nurses, and others who would like to be doctors, some who would like to be social workers, then among the men there are those who have a natural talent for lumbering, and many of them have tremendous ability in the academic field, and there is handicrafts; that has all been shown. If we can do the same kind of a job in restoring health conditions and general standards of living among the Indians and then provide these people through their educational system an opportunity for them to discover their own talent, give them leadership in finding out in which particular field they can be most useful to themselves and others, and then provide them with economic conditions where they can go and help themselves—such as has been outlined in these four projects; if we can take a stock man and put him on to stock and if we can take a lumber man—and the Indian is naturally

a woodsman—and put him into a reforestation scheme, and then take those who have ability in academic lines and let them carry on as nurses, social workers and the like then I think you will have something in the nature of real reconstruction shaping up for them. I think that is very necessary at this particular time. We can do a big job and use a lot of people in helping the Indians to re-establish themselves.

Mr. RICKARD: Some mention was made about baskets and basket making a while ago; is anything being done to continue that, is there any opportunity for improvement in that particular field of activity for them. We have heard a lot of discussion about their ability in making baskets, I know that down in our country we have a very great need for apple baskets; I am wondering if anything is being done to encourage them to continue that work.

Mr. HOEY: I will just try to answer that in a sentence by saying that when we started out we were deeply interested in the re-establishment of handicraft on the reserves and we appointed an official in 1937 and we approached organizations, the large departmental stores particularly and they said no. They said we have attempted it again and again and it does not work. One very old firm in this country said, we have tried that and tried it again and again and it is always a failure. Why? First of all because the first shipment would be A-1—it is like the apple producer putting the best apples in the top of the barrel.

Mr. MACNICOL: Now I know why I am getting bad apples.

Mr. RICKARD: I expected that.

Mr. HOEY: What I mean by that is this, the first basket would be all right, it would be very fine; then the next lot of baskets that would come along would be a complete failure. I gave a lot of thought to that and I went to these firms and said, now you want quality production and continuity of supply; the only way I can see to achieve that is to establish a warehouse in Ottawa. We have a warehouse on Queen Street and we ship everything in here from any reserve where they make baskets. We ship them in here, they are examined and if they are up to a certain standard we put a ticket on them—a maple leaf on which is inscribed the words "Made by Canadian Indians". We have orders away ahead, we cannot begin to meet the demand; there is not much we can do about it. We try to encourage them in every way we can by providing them with a supply of black ash—black ash is becoming increasingly scarce. Apart from this there does not seem to be much we can do by way of increasing production.

Mr. RICKARD: I suppose it would be very much like any other line of endeavour, it is a business proposition and if you make business attractive—if you make it profitable that might encourage them.

Mr. HOEY: We have tried that. Of course, you appreciate that in the matter of prices we are subject to all the rules and regulations of the controls just the same as anybody else.

Mr. MATTHEWS: Do you grade them A. B. C and so on?

Mr. HOEY: No. We try to bring them all up to A standard and we are doing a fairly good job.

Mr. RICKARD: And the local dealer would have to go to your warehouse?

Mr. HOEY: No, we sell them mostly through the wholesalers, a firm called Ballantyne and Black. They sell mostly all our baskets and our ties and our porcupine quill work and moccasins and things of that kind. They are a Toronto firm.

Mr. RICKARD: I know, but why do you not send them out to the different places yourselves and save that?

Mr. HOEY: We have only a limited staff and I do not think we could attempt to do that. It would be a terrific task and we would have to ship all over the country.

Mr. RICKARD: What about the basket situation in so far as the fruit growers are concerned?

Mrs. NIELSEN: How do you dispose of these Indian-made articles... .

The CHAIRMAN: Would you talk a little louder, please?

Mrs. NIELSEN: Sorry, Mr. Chairman. How do you dispose of these Indian-made articles? You have all seen a lot of this trash which has been thrown at the stores, a lot of it is made in factories and it is supposed to be Indian work when it was entirely obvious that it was turned out through the factories. I think it is a crime to see stuff like that when we have the Indians who can do it; have you had any discussion of that problem?

Mr. HOEY: We have approached them.

Mrs. NIELSEN: Is it a matter of cost; would they not be willing to pay?

Mr. HOEY: I think they would. At the moment we cannot meet the demand. That is one thing that we are keeping in mind to develop in the post-war period.

Mrs. NIELSEN: Because thousands of these little pieces, the leather cuts and things that make small mementoes are eagerly sought by tourists, people who visit this country. I think we should have all of that Indian work done by Indian people. I think it is really worthwhile developing their interest in that field.

Mr. CASTLEDEN: What does the Indian get for what he has produced, say it is a woven wicker basket which retails for \$1.20?

Mr. HOEY: We allow the wholesalers 30 per cent at the present time.

Mr. CASTLEDEN: Around 30 per cent?

The CHAIRMAN: Thirty per cent of the sale price?

Mr. HOEY: Yes.

Mr. CASTLEDEN: To the Indian?

Mr. HOEY: He gets 70 cents on the dollar.

The CHAIRMAN: He gets 70 cents on the dollar, on the sale price?

Mr. HOEY: Yes, on the sales dollar he gets 70 per cent.

Mr. CASTLEDEN: The Indian who makes it gets 70 cents on the dollar?

Mr. HOEY: Yes he gets everything, apart from the handling charges. We have a special trust fund, and if we discover at the end of the year that we have made anything extra we distribute it in the form of a bonus. There is absolutely no profit, the government is not making any money out of it.

The CHAIRMAN: Are there any other questions? It is nearly one o'clock.

Mr. ROSS: I would like to know a little more about what is being done to assist these Indians on the reserves rather than what they are getting for their products; I want to know what is being done in the way of assisting them and training them for these different types of work that we have been speaking about, such as these different handicrafts. Is the government doing anything in the way of assisting them?

Mr. HOEY: Yes, we have on all the western reserves and in some of the larger reserves in Ontario—farming instructors.

Mr. ROSS: All right, take the reserve I spoke about before. You would not have a farm instructor on that reserve at Stony Alberta because no farming could be done there. There is a school there and the children get tuition up to—I do not know what the age is—sixteen, I guess. Is any other assistance



being given to these Indians on that reserve? Let us take one reserve, because you are wandering all over a number of reserves which does not mean anything to me. There is no farming to speak of down there; and you say that they stay in school until they get up to say the age of sixteen. Is there any other assistance or anything else down for the Indians on that reserve?

Mr. HOEY: Let us look for a moment at that set-up. We have an Indian agent at Stony I would suppose; we have an Indian agent's clerk, we have a farm instructor, or a stock man to supervise instruction on stock and the raising of stock, the feeding and care of livestock—we purchased in the prairie provinces this year \$30,000 worth of pure bred bulls for distribution on Indian reserves. There is a hospital on the reserve—we cannot operate the hospital at the present time because the Oil Controller will not give us the oil for that hospital although it should be in operation. The Indian agent and the principal of the school on this reserve can take out any promising young Indian on that or any other reserve in Canada—

Mr. MACNICOL: Stick right to that one, Morley.

Mr. HOEY: Mr. John Iredale is the agent on the Morley reserve and he has the authority to select any promising young Indian boy, he can write in here and recommend that the boy take up a vocational course in the high school at Calgary, or an academic course, or a normal school course, and that he be given an opportunity to go ahead and get his matriculation and carry on until say he takes up the study of medicine or law. I checked up with my assistant this morning and we have not refused a single request from the prairie provinces in five years for assistance to young promising Indians.

Mr. ROSS: And you can have one boy from each reserve, is that it?

Mr. HOEY: They might send requests on behalf of 150 boys.

Mr. ROSS: And the department would give them all the education they want?

Mr. HOEY: They certainly would not, I do not know why—I was Minister of Education for ten years, and as I recall the figures in my province where I was in charge, I think about 18 or 20 per cent of the pupils went on to high school. If they sent in 150 applications it is my responsibility to study them, and to communicate with the principal of the school and ask the medical doctor if the boy is physically fit, to look at his marks and particularly his entrance examination marks, and it is my responsibility to decide whether your money should be spent on additional education for that boy or whether he should be sent out to a farmer to study farming. But, you cannot compel a boy to go on with high school studies. I had an application from the Lands, Parks and Forests Branch for six boys—all of their expenses to be paid, board and lodging provided—to go up to train as reindeer herders. I haven't got a single application from any family of Indians saying that they have a boy who wants to go.

Mr. MACNICOL: An Indian boy, you mean? Why don't you send an Eskimo; the reindeer are where the Eskimos are.

Mr. HOEY: They want Indian boys because they are planning to extend the reindeer herds southwards and they want the Indians to become thoroughly familiar with methods of feeding and care. Five years ago I had a request from the Lands, Parks and Forests Branch for half a dozen young Indian boys to go into our parks to train as park supervisors to study elementary botany. The idea was that they were to spend their summers at the parks and their winters at school. I only got two boys out of the whole lot, and these two boys resigned after a year. You cannot expect me to go and push Indian boys if they haven't got the ambition themselves? I tell you, that would be a tough task. The Indian parents to-day are pushing me and pulling me because I am

not letting children out of school at the age of fourteen at which age they say they can go out and earn money. It is a very serious thing. These things are forgotten or not even thought of as being a factor in the administrative work of the department. It is all right to theorize, you can theorize for a long time. I have been in this education game for over twenty years, and I think I know something about it.

Mr. MACNICOL: It is almost one o'clock and I want to say a word about this. I have been greatly pleased this morning and may I say that in my opinion this has been one of the most interesting and helpful experiences afforded this committee in so far as this particular work is concerned. Like other members of the committee who have spoken, my heart has been often saddened when my thoughts have turned to Indian affairs and Indian education. I have had the privilege of visiting I suppose at least 25 reserves, many of them in very remote areas and I have seen for myself the educational problem—for instance, there is a school at Moose Lake which was closed for a year for the lack of a teacher. However, that is not the point at the moment. Here is a thought that is running in my mind, Mr. Chairman, I wonder if it would be possible for us to have these gentlemen here again on a Wednesday so that we can take all day if necessary and get an adequate understanding of this whole Indian problem; so that we can have a better appreciation of Indian administration, what the administrators are up against; and so that we can have a thorough look at everything which affects our Indians. As far as I am able to appreciate it we are not going to be able to get that information in any other way. I know that when the matter of the Minister's estimates come up in the House year after year we vote the items through, they usually come at the end of the session and time forbids the Minister giving us the information we want and there is not sufficient time for us to get it from anybody else who happens to be assisting him with the result that we have no chance to get anything like adequate information. I think when we have an opportunity to have gentlemen such as these before us that we should devote sufficient time to their presence so that we can discuss matters thoroughly. I have always felt the department would like to do something and that they want help. They cannot do it on the small funds they get to-day. I for one would be prepared to vote a great deal more to do something. This morning we have only scratched matters; we have only scratched a dozen different things. We have finished nothing. We started off with the Sipanok channel and then we went from there to the Lord knows where. Then the next item was the Athabasca delta. That was mentioned and we went all over the lot. We got down to no details. It is not the fault of these men; it is our fault here. I should like to ask many questions about each one of these things because I have been on all these areas we are speaking about and have made my own personal studies. I should like an opportunity to advance arguments or suggestions to the departmental officials. I believe they would be receptive to them, but we cannot do so unless we can get the time, and finish one thing at a time.

This has been to me a very enlightening morning, a morning I take a great deal of hope out of that something can be done for the Indians. The questions have all been very helpful. Mrs. Nielsen's questions were very helpful. Mr. Rickard's questions about the Rice lake area, and down through there, were helpful. We want to help the Indians. Give us a whole day and take up each item by itself and stick to it until there is nothing else to ask about it, and then go on to some other item. In that way these gentlemen will help us. We cannot help them by going from Dan to Beersheba every two or three minutes. We cannot do that. There is a lot I should like to say, but I am not going to say it now. Mr. Ross was referring to Stony Indian reservation. There is one reservation that I personally want to do all I can to help. I am going to spend some money myself to help them out there on the Stony Indian reserva-

tion. I have always had a warm feeling for the Stony Indians from reading up the time that Mr. Ross's wife's relatives did so much in the west, the McDougall men.

I wanted to ask Mr. Hoey to continue right on from where he left off with Mr. Ross as to what happened the Stony Indian reservation with the training of these young Indians to take up beaver farming. It is a fine thing to do, but it does not amount to anything unless they can go on from the school. Could the department with another \$100,000 develop it into something which would give the Stony Indians a chance to live? They have little chance now. They are on a barren dried out reserve. They have a few cattle, but that is about all. They cannot raise crops of any consequence. What chance have they got to advance? If you could just present something helpful to us, I am sure this committee will do what it can to help you do a great big job for our Indians. That is what we all want to do.

The CHAIRMAN: Would the members who are here today like to have this examination of the Indian Affairs Department—I think I can call it that—continued next Wednesday?

Mrs. NIELSEN: Yes.

Mr. MACNICOL: Morning and afternoon.

The CHAIRMAN: We will start in the morning and go until we are through. If the members of the committee who are here will constitute themselves a steering committee we will arrange that for next Wednesday.

Mrs. NIELSEN: There is one other thing. Are we allowed to keep these maps?

The WITNESS: Unfortunately they are part of our records. I just thought it might be interesting for you to examine them while you were here.

Mrs. NIELSEN: I was going to suggest that perhaps I might trade mine of the Abitibi for one of Saskatchewan, but since we have to give them up it does not matter.

Mr. CASTLEDEN: May I make one suggestion? I wonder if the witnesses could give us some figures with regard to the number of Indians whom they believe they could employ in the expansion of these projects.

The CHAIRMAN: I will tell you what I suggest. If each one of us would write out a memorandum of the questions he would like to have answered and send it over to them, or if you will send it to me I will do so, perhaps they will have a chance to answer them and it will be more informative. I want to say on the record that I see present among us the secretary of the Minister of Mines and Resources, Mr. Ford Pratt. I have a letter here which came some time ago. I was holding it until we dealt with Indian affairs. It is from the Association for the Protection of Fur Bearing Animals. It denounces the use of traps, but it makes some suggestions in connection with employment for Indians, and deals particularly with the utilization of the beaver as was suggested by Mr. Allan. Have I the committee's consent to put this on the record?

Some HON. MEMBERS: Yes.

Mr. MACNICOL: I would suggest that you line up the next day's proceedings on definite individual items and take one item at a time.

The CHAIRMAN: What you must not forget, Mr. MacNicol, is that members are free to exercise their right to ask questions. It is your privilege to ask a question, and before that question is answered another member wants to ask questions, too. If we are going to do as you say members will have to learn to control themselves and sit in patience while others are speaking. If we can do that we will do it.

The committee adjourned at 1.05 p.m. to meet again on Wednesday, May 24, 1944.





## APPENDIX A

LIST OF INDIANS THROUGHOUT CANADA WHO HAVE ENLISTED WITH THE  
ARMED FORCES AS AT FEBRUARY 15, 1944

British Columbia .....	243	Onion Lake .....	8
Alberta .....	87	Pelly .....	46
Saskatchewan .....	382	Qu'Appelle .....	38
Manitoba .....	156	Touchwood .....	30
Yukon Territory .....	7		
Northwest Territories .....	0		382
Ontario .....	1,062	<i>Manitoba</i>	
Quebec .....	164	Birtle .....	18
New Brunswick .....	166	Clandeboye .....	20
Prince Edward Island .....	24	Fisher River .....	37
Nova Scotia .....	92	Griswold .....	17
		Norway House .....	21
	2,383	The Pas .....	19
<i>British Columbia</i>		Portage la Prairie .....	24
Babine .....	22		156
Bella Coola .....	6	<i>Yukon Territory</i>	
Cowichan .....	13	Yukon .....	7
Fort St. John .....	0		7
Kamloops .....	39	<i>Northwest Territories</i>	
Kootenay .....	26	Fort Resolution .....	0
Kwawkwalth .....	6	Fort Simpson .....	0
Lytton .....	8	Fort Norman .....	0
New Westminster .....	10		0
Nicola .....	13		
Okanagan .....	21	<i>Ontario</i>	
Queen Charlotte .....	1	Cape Croker .....	77
Skeena .....	7	Caradoc .....	52
Stikine .....	1	Chapleau .....	44
Stuart Lake .....	33	Christian Island .....	23
Vancouver .....	7	Fort Frances .....	25
West Coast .....	4	Georgina Island .....	28
Williams Lake .....	26	Golden Lake .....	12
	243	James Bay .....	37
<i>Alberta</i>		Kenora .....	35
Athabaska .....	0	Manitoulin Island .....	117
Blackfoot .....	16	Moravian .....	50
Blood .....	19	Nipissing .....	46
Edmonton .....	11	Parry Sound .....	57
Hobbema .....	10	Port Arthur .....	28
Lesser Slave Lake .....	8	Rama .....	28
Peigan .....	4	Rice Lake .....	57
Saddle Lake .....	15	Sarnia .....	22
Sarcee .....	2	Saugeen .....	62
Stony .....	2	Sault Ste. Marie .....	37
	87	Scugog .....	3
<i>Saskatchewan</i>		Sioux Lookout .....	8
Battleford .....	33	Six Nations Superintendency .....	139
Carlton .....	79	Tyendinaga .....	53
Crooked Lake .....	44	Walpole Island .....	22
Duck Lake .....	49		
File Hills .....	55		1,062

*Quebec*

Abitibi .....	2
Becancour .....	0
Bersimis .....	5
Cacouna .....	4
Caughnawaga .....	7
Gaspé .....	4
Lorette .....	8
Maniwaki .....	12
Maria .....	12
Mingan .....	0
Oka .....	1
Pierreville .....	15
Pointe Bleue .....	1
Restigouche .....	57
Ste. Augustine .....	0
St. Régis .....	21
Seven Islands .....	0

Timiskaming .....	15
Natashquan .....	0
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	164

*New Brunswick*

Northern .....	29
Northwestern .....	65
Southwestern .....	72

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<i>Prince Edward Island</i> .....	24
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*Nova Scotia*

Eskasoni .....	39
Shubenacadie .....	53
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	92



## APPENDIX B

TORONTO, Canada July 7, 1943.

Gray TURGEON, Esq., M.P.,  
Chairman, Reconstruction & Rehabilitation Committee,  
Ottawa, Ontario.

DEAR SIR:

We are very pleased to submit to your committee the enclosed highly practical suggestion for the conservation of our fur resources and the welfare of the Indian. You will agree that it is not only practical, but feasible.

The Indian is ideally suited for fur ranching—he is, more-over, a natural conservationist. Before the advent of the white trapper with his too efficient, and wasteful, steel trap, the Indian had a system of trapping which would have left the North eternally fruitful. His welfare will remain the problem it has always been until his services are utilized in the work for which he is best adapted: namely, the conservation of our natural resources.

Considerable research and time has been given by this Association to the problem of Canada's dwindling fur wealth, and, in essence, our findings have been conclusively that the steel trap has proven much too mechanically efficient for the good of the fur resources and the fur has, accordingly, proven much too scarce for the good of the Indian! It is perhaps unnecessary to add that the efficient mechanical traps which can be bought so cheaply and set so easily are also brutal in the extreme. On adequately manned ranches such barbarism would be unnecessary; capture would be effected by means of feeding boxes from which unprime animals, or breeding stock, could be released unhurt within at least 24 hours of capture.

We have amassed information on the trapping and transplanting of live beaver to drought areas which might be of considerable importance should the provisions of the Prairie Farm Rehabilitation Act be made applicable to all of Canada, as you recommend. Our findings in this connection are available to your Committee.

Cordially yours,

OLIVE LATIMER,  
*Hon. Secretary.*

## MUSKRAT AND BEAVER RANCHING

The scheme consists of surveying for swamps and streams which are suitable habitats for muskrat or beaver. Suitability is largely a matter of finding natural feed growing nearby, of there being an adequate supply of water, comparative freedom from predators and in the case of muskrat a "humus" soil. A survey of Canada would reveal thousands of such places, not merely in the West but in the North from Coast to Coast. Indeed, where cat tails or three cornered grasses are growing in swamps in profusion and there are no muskrats in the swamp a natural resource is being wasted: or where a stream is flowing through one of those burnt out forest areas in which young poplar have grown up, and there are no beaver in the stream, another natural resource is being wasted. The need to stock these places is obvious to anyone who considers it. What farmer with thousands of acres of the best pasture land would not attempt to get some sheep or cattle on it? But when it comes to

beaver and muskrat instead of sheep and cattle, we do not try to stock our pasture to the greatest extent that the fodder will allow, but rather we grant permits to exterminate the breeding stock which is already on the pasture. A few there were who scores of years ago realized that Beaver were about as prolific as sheep and that it would be a tragedy to see the woods depleted of the parent stock.

To use humane methods on a trap line 100 miles long is impossible, but on ranches such as we propose the situation is quite different and methods just about as humane as those used on a sheep farm can be employed. In the case of muskrat, for instance, the well-known feeding box method can be used of catching the animals alive and unhurt. This method is advantageous to the rancher as he can select the immature animals and the ones of best colour and return them to the marsh.

If the Government owned these ranches the proper people to look after them would be Indians, trained of course in these particular methods and adequately paid. How much better this would be for the Indian and for the treasury, than the present plan whereby the Indian is permitted to live on a miserable income off trapping, in competition very often with white men until the situation becomes desperate.

To take a piece of waste land and restock it with beaver and muskrat permits us to get our raw fur humanely—and it does three other things: it makes the waste land yield a national dividend, it helps the fur trade and it provides a job for the Indian. The only individual it injures is the tramp trapper with his steel traps and extermination program, but in the interests of all, including the animals, it is the tramp trapper who should be exterminated.

We cannot, however, advocate muskrat ranches without advocating the simultaneous adoption of humane methods of trapping which then become feasible and also most efficient, because there is no greater concentration of cruelty than on a fur ranch where the animals are trapped in steel traps. Every sentient creature that contributes to the producing of the things we use or enjoy, deserves humane consideration.







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DEPT. OF POLITICAL SCIENCE  
UNIVERSITY OF TORONTO

Canada - Reconstruction & Re-establishment  
1944

(SESSION 1944)

HOUSE OF COMMONS

(SPECIAL COMMITTEE

ON

# RECONSTRUCTION AND RE-ESTABLISHMENT

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 9

WEDNESDAY, MAY 24, 1944

## WITNESSES:

- Miss Kathleen Moodie, Indian Affairs Branch, Department of Mines and Resources;
- Mr. D. J. Allan, Superintendent, Reserves and Trusts Services, Indian Affairs Branch, Department of Mines and Resources;
- Mr. T. R. L. MacInnes, Secretary, Indian Affairs Branch, Department of Mines and Resources;
- Mr. R. A. Hoey, Superintendent of Training and Welfare Service, Indian Affairs Branch, Department of Mines and Resources;
- Dr. Percy Moore, Superintendent of Medical Services, Indian Affairs Branch, Department of Mines and Resources.

OTTAWA  
EDMOND CLOUTIER  
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY

1944





## MINUTES OF PROCEEDINGS

WEDNESDAY, May 24, 1944.

The Special Committee on Reconstruction and Re-establishment met this day at 11.00 o'clock, a.m. Mr. J. G. Turgeon, the Chairman, presided.

The following members were present: Messrs. Bence, Castleden, Ferron, Gray, Hill, MacNicol, McDonald (*Pontiac*), Matthews, Nielsen (Mrs.), Quelch, Richard, Ross (*Calgary East*), Ross (*Middlesex East*), Sanderson, Turgeon, and Tustin—16.

*In attendance* was Mr. W. J. F. Pratt, private secretary to the Minister of Mines and Resources.

Miss Kathleen Moodie, in charge of handicraft, Indian Affairs Branch, Department of Mines and Resources, was called. She made a statement to the Committee, exhibited numerous articles made by the Indians, was questioned and retired.

Mr. D. J. Allan, Superintendent, Reserves and Trusts Services, was recalled and further examined, particularly with respect to beaver and muskrats.

Mr. McIvor, by leave, briefly addressed the Committee.

The Committee adjourned at 12.50 p.m. to meet again at 3.00 o'clock p.m. this day.

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The Committee resumed at 3.00 o'clock, p.m. Mr. J. G. Turgeon, the Chairman, presided.

The following members were present:—Messrs. Authier, Bertrand (*Prescott*), Black (*Cumberland*), Brunelle, Ferron, Fraser (*Northumberland*), Hill, MacNicol, McDonald (*Pontiac*), Nielsen (Mrs.), Rickard, Ross (*Calgary East*), Ross (*Middlesex East*), Sanderson, and Turgeon—15.

Mr. Allan was recalled and further examined. The witness retired.

Mr. T. R. L. MacInnes, Secretary, Indian Affairs Branch, Department of Mines and Resources, was called, examined, and retired.

Mr. R. A. Hoey, Superintendent of Training and Welfare Service, Indian Affairs Branch, Department of Mines and Resources, was recalled, further examined and retired.

Dr. Percy Moore, Superintendent of Medical Services, Indian Affairs Branch, Department of Mines and Resources, was called, examined and retired.

Mr. Allan, on behalf of himself and the other witnesses, thanked the Committee for the opportunity of placing before it the problems of Indian administration.

The Chairman thanked the witnesses for the enlightening evidence they submitted. Mr. MacNicol and Mrs. Nielsen also expressed their appreciation of the evidence and hoped much good would result therefrom.

The Committee adjourned at 5.45 o'clock, p.m., to meet again at the call of the Chair.

J. P. DOYLE,

*Clerk of the Committee.*



# MINUTES OF EVIDENCE

HOUSE OF COMMONS,

MAY 24, 1944.

The Special Committee on Reconstruction and Re-establishment met this day at 11 o'clock a.m. The Chairman, Mr. J. G. Turgeon, presided.

## *Appearances:*

Mr. D. J. Allan, Superintendent, Reserves and Trusts Service, Indian Affairs Branch;

Mr. R. A. Hoey, Superintendent of Welfare and Training Service, Indian Affairs Branch;

Mr. T. R. L. MacInnes, Secretary, Indian Affairs Branch;

Dr. Percy Moore, Superintendent of Medical Services, Indian Affairs Branch;

Miss Kathleen Moodie, in charge of handicraft, Indian Affairs Branch, Department of Mines and Resources.

The CHAIRMAN: Ladies and gentlemen, we will start the proceedings immediately. First of all I would like to ask a question about maps. You might remember, at the last meeting, Mr. Allan distributed a report together with maps attached, in connection with some phases of Indian Affairs. Now, two of the maps are missing, and if anyone has them would he kindly let us have them back later, because Mr. Allan requires them in his work.

We have with us to-day in addition to Mr. Hoey and Mr. Allan, Miss Kathleen Moodie, of the Indian Affairs Department, and in view of some of the questions that have been asked I thought it might be well if we proceeded first, for a short while, with respect to the questions that have been sent in, which deal, more or less particularly, with art and handicraft and education and cultural activities.

As soon as that is over I thought we would have Mr. Allan again, in order to deal with other phases of work that are planned and that might be suggested by us, which would be of benefit to the Indians and of benefit to the whole national economy.

Mr. Hoey, would you like to have Miss Moodie make a statement now?

Mr. HOEY: Yes.

Miss KATHLEEN MOODIE, in charge of handicraft, Indian Affairs Branch, Department of Mines and Resources, called:

The CHAIRMAN: Miss Moodie?

The WITNESS: Mr. Chairman, and members of the committee, it seemed easier to prepare a statement covering the various phases of the questions which were asked, rather than deal with them individually, with each part of them.

## SUMMARY OF HANDICRAFT AND HOME INDUSTRIES PROGRAM

### INDIAN AFFAIRS BRANCH

When the Handicraft Section of the Indian Welfare and Training Service was organized in 1937, worthwhile handicraft projects as such had ceased to be a factor on a large number of Indian Reserves in Canada. At this time, at least one-third of the Indian population were in receipt of relief. We did



not expect then, nor should it be expected now, that by the establishment of craft industries employment could be provided for more than a limited number of Indians, but such projects can greatly help out the family budget, particularly by providing employment for elderly Indians and for 'teen age boys and girls.

In 1937, the primary object was to assist destitute Indians by helping them to produce and market such goods as would find ready sale. This was accomplished in a number of reservations, and relief costs were lowered while the Indians themselves acquired a better living.

With the younger Indians, particularly in districts where native materials were no longer available, training was given in arts not too far removed from their traditional types of work. For instance, at Caughnawaga, near Montreal, where former generations had been in the habit of weaving tump-lines, cedar-bark mats, and so on, the girls received training in loom weaving, and took to this work so readily that a number of them won prizes in proficiency and design.

A metal-craft project was started for 'teen age boys attending the Mount Elgin Indian Residential School at Muncey, near London, Ontario. The boys were using rather primitive tools, were reviving traditional designs, and the project was progressing in a most encouraging manner at the outbreak of war, when it became impossible to secure metals.

*By Mr. MacNicol:*

Q. Did you say metal?—A. Yes. I have here a metal plate which was made by the boys at Muncey, using very simple tools. We have had quite a large number of this type of thing.

*By Mrs. Nielsen:*

Q. What is that—How do they make them?—A. They made a little wooden mould and turned them over, this way (indicating), and whacked them out.

Q. On the usual pitch blocks?—A. Yes, they hammer them. They were doing very well until the outbreak of war and they had to stop because they could get no more metals. Samples of quartz, agate, and other colourful Canadian stones were secured from the Mines Branch, and were used by the boys in the production of rings, bracelets, etc., and there is a great field for extension in this connection—using rose-quartz from Manitoba, and various other stones procurable in Canada.

It must be remembered that all Indians are not interested in arts and crafts, and certain groups of Indians would resent very strongly—and have already resented—any attempt to establish craft projects on their reserves. They take the position that such projects represent an attempt to drag them or push them back into a mode of living to which they have no desire to return. I think it would be just as difficult to organize similar projects in a fashionable suburb of this city, as in, say, Ohsweken or Tyendinaga. That is, Brantford and Deseronto.

We discovered early in the organization of this work that there were two distinct and separate schools of thought in this country with respect to craft work—and what should constitute genuine craft work. There are those who take the position that Indian crafts are something distinct and apart, and easily recognizable, and which should be encouraged from a cultural standpoint apart altogether from the commercial value of such products. The members of this school of thought attach tremendous importance to Indian designs, Indian silver-work, Indian pottery, etc. The members of the second school of thought take the position that Indians should be retained to produce on their reserves, craft products which will enter into the ordinary channels of trade, and for which there is a constant demand.

To a limited extent at least, an attempt has been made to incorporate the policy advocated by both schools of thought: For example, about three years ago, Miss Alice Ravenhill, then head of the British Columbia Folk Arts and Crafts Association, was instructed to prepare a set of charts displaying the Indian designs of British Columbia. These charts were completed, reduced to a suitable size, and photostatic copies were distributed to a number of Indian residential schools. The distribution of these charts represents an attempt to encourage an appreciation by the pupils, of Indian designs and traditional motifs. However, it must be emphasized that not all Indian pupils are interested in Indian culture or in Indian arts and crafts, and in this sense they do not differ from the average white child.

I have here a set of charts which were prepared and sent out to the different schools. Perhaps later on some of the members of the committee might like to look at them.

The CHAIRMAN: You might just pass them around.

The WITNESS: We have attempted to open a market in this part of the country for the beautiful and lasting British Columbia baskets, as well as totem poles, Cowichan sweaters, and hand-made silver bracelets, but have not been successful. The chief difficulty appears to be the price which the high quality of workmanship and design calls for. As an example, I might mention that several years ago we sent to the Indian Commissioner for British Columbia for twelve hand-made silver bracelets. We could not dispose of even this small quantity, and it was necessary to return them to the Indian Commissioner. I believe there is some sale for such bracelets in British Columbia, but am not in a position to express an opinion on this point.

Another thing I might mention is in connection with the Cowichan sweaters; we found that in this part of the country they were too warm. They are water resistant and they are wonderful things to be worn in coastal areas. We had thought that they might be worn for skiing in this part of the country, but they were found to be too heavy.

As for handwoven goods: our experience is that there is not any extensive market for materials with symbolic designs, which are difficult to weave and cannot be marketed at a reasonable price. There is, however, an extensive market for handwoven ties, tweeds, squares, towels, place-mats, hangings, etc., and many young women can be provided with employment, *providing* they are permitted to produce what the Trade wishes to order. I have found that Indian workers seem to have a greater feeling of pride in producing goods which are sold on merit, than they have in producing so-called Indian designs—in fact, many of them feel that they are being told how to think, when such designs are suggested. I have been asked by more than one Indian girl how I would like it if I were “everlastingly pushed” into drawing, weaving, and thinking of nothing save a Thistle simply because my father happened to be Scotch.

Now, here I might show you some of the Indian designs which we made a strenuous attempt to have used. You will notice the Algonquin double curve motif, which design was mentioned in one of the questions. The girl who wove this design took a day and a half in order to weave enough material for this bag. The instructor told me that the piece actually did not have a value of more than \$1.50.

*By Mr. MacNicol:*

Q. What would it retail at?—A. It should retail, I suppose, at \$3. I do not know whether a woman would pay that much for it.

Q. Would she pay \$1.50 for it?—A. I sold some of them for 50 cents; I had two or three dozen of them and I could not interest people in them.

Q. What are they used for?—A. Knitting bags. If it had been made of yarn it would have been worth a lot more money. When the Indians weave

tie material, such as this, a sample of which I have here—these are some ties for which the material was woven by Indian girls—they can weave from five to seven yards a day, for which they are paid from 60 to 75 cents a yard.

Q. In length?—A. There is a width on the loom, and the material is woven across the loom and then cut on the bias, in order to make ties.

Q. How many ties can be made out of one yard?—A. Four.

Q. And they get 75 cents for all that?—A. They get, depending on the pattern, from 50 to 75 cents a yard. One girl said that she wanted to put together colours and so she made this plaid material. In one of the questions I notice that we were criticized for allowing them to make plaid ties. It is not a fault at all, because the Indians see white boys and girls running around the streets wearing Indian costume and so they themselves think it is a matter of courtesy to buy Scotch costume or some other national costume. They do not see why they should be prohibited. Now, these bags are made according to designs that they worked out themselves.

Q. They are very strongly made. What would these retail at?—A. We have had to sell them at \$4.25, although they cost \$3.75. That means, of course, selling directly to the customer without any middle man at all.

Q. Are they hand made?—A. Oh, yes; all hand-woven.

Q. Suppose that equipment were provided for them, could they produce them for much less?—A. No. They have the necessary equipment, and they produce that material on looms which we provided. It is the cost of the yarn and the type of weaving that enters into the question. Now, in the case of bags, you have to do a special form of weaving, which is very tiring and slow.

Q. At what reservation were these made?—A. Caughnawaga and some at Muncey.

*By Mrs. Nielsen:*

Q. I visited a high school where the head mistress was very much interested in weaving, and she had hand looms brought over. I myself have demonstrated weaving in some of the museums in England, and I would like to say that I would not want to have to sit down and weave that bag, having regard to the great strain on the eyes. Weaving cannot be so much of a hobby to these poor people. It is a terrific job, and I would like to say just one word about the terrific patience that it takes and the strain upon the sight, and all the rest of it. Those bags are beautiful as works of art. They are wonderful. I know.—A. One should be well fed and well housed before he goes in for hobbies.

MR. CASTLEDEN: I think you have the key to the situation there.

MRS. NIELSEN: They should have enough money to house themselves properly, without having to sell these articles at the price that they are selling them.

THE WITNESS: Who wants a heavily beaded belt like that? It is art, but I do not want one. I would like you to look at the number of stitches in that, for instance. Now, take these beaded gauntlets. There is a sale for them to the tourists, but no tourist ever buys a second pair.

MRS. NIELSEN: Yes!

THE WITNESS: They will never buy a second pair because they are terrible dirt catchers. On the other hand, we have Indian women who can make gloves like these (indicating a pair of conventional gloves), which I have had for years, and I clean them when they get dirty with a ten-cent bottle of carbona. There are many white women who will buy them.

MR. MACNICOL (examining beaded gauntlets): They are wonderful, simply wonderful!

THE WITNESS: They are lovely gloves.



Mr. MACNICOL: Gloves like that should be given to our officers. The government should buy thousands of sets of them to be given away to our officers, such as majors and colonels, and so on. This sort of thing attracts tourists. Did they make these too? (Indicating conventional gloves.)

The WITNESS: No, those I bought, but an Indian woman at Muncey copied the pattern and she and others can make them well. As for attractions, it might amuse you to know that when I was in school we heard that there was a member from the west who wore tight pants and a big hat, and we all came out to see him.

Mr. MACNICOL: It was Glen Campbell. Was he Indian?

The WITNESS: Yes, he was part Indian, and he had the biggest hat I ever saw, and he had his picture taken out by Queen Victoria's statue, together with a bunch of youngsters from our school.

Now, I was mentioning the handwoven goods, and I said that there was not any extensive market for them in Canada, that is, for these symbolic designs, which cannot be marketed at reasonable prices. Here I might read an extract published on June 11, 1943, from the evidence of the United States Committee on Indian Affairs.

*Extract from findings of the United States Senate Committee on Indian Affairs, June 11, 1943 (Report No. 310), "Survey of Conditions among the Indians of the United States".*

Page 17. "While the original aim was to make the Indian a citizen, the present aim appears to be to keep the Indian an Indian and to make him satisfied with all the limitations of a primitive life. We are striving mightily to help him recapture his ancient, worn-out cultures which are now hardly a vague memory to him and are absolutely unable to function in his present world. We non-Indians would not try even, to recapture our glamorous pioneer culture though it might be done without great sacrifice, and though the adjustment in attitude and desires could be made with far less difficulty than the Indian would have in holding on to his rapidly receding past, to say nothing of his ancient past.

The Bureau has been concerned with building up a system instead of service; attempting to build self-perpetuating institutions; making material improvements for the Indian Service at the expense of Indian life; furnishing physical relief that was not needed nearly so much as *economic and civic* encouragement; breaking down assisting agencies; segregating the Indian from the general citizenry; condemning the Indian to perpetual wardship; making the Indian the guinea pig for experimentation; grouping the Indians for convenience of supervision for which they are presumed to exist; tying him to the land in perpetuity; forcing a conventional type of education on him; attempting to compel all Indians to engage in agriculture and stock raising under the supervision of an extension department which is an end in itself."

Now, that is in a report having to do with a survey of conditions among the Indians in the United States. It is Report No. 310.

*By Mr. Ross (Calgary East):*

Q. To what extent does that apply in Canada?—A. I don't think I can answer that question.

Q. That is the object of the department, now?—A. No, I do not think it is the object of the department, but there are times when it looks as though it might develop that way. I do not suppose I should be speaking about things of that sort, but I am particularly interested in it in view of the fact that I cannot see why Indians should be compelled to produce "art" goods before they have a living. I have a little Indian basket here from British Columbia.

Now, that is a lovely little basket and it takes days to gather the roots for it and it takes days to work out the design, but in spite of that I do not suppose you could get more than \$5 for it, at the very best of times. I think that is beautiful and I think it would be well to keep alive a certain ability to produce that sort of thing among well-fed people.

Mr. MACNICOL: Yes, give them a chance to have better housing conditions. I have become a bit impatient, sometimes; I do not see why we should force Indians to do that.

Mr. MATTHEWS: Are they really forced to do that sort of work?

The WITNESS: No, but that seems to be the attitude of some of the people who go around talking about the spirit of culture and so on. I think if the Indians wanted to keep that art alive they would do so.

Mr. MATTHEWS: All those designs have been urged upon the Indians.

The WITNESS: Yes, and they have been subjected to a certain amount of criticism if they attempted to diverge from them.

Mrs. NIELSEN: There would always be some Indians who had an artistic lead and wanted to perpetuate those arts of the past.

The WITNESS: Yes, for instance, in British Columbia we might help them by providing steam baths to soften materials for weaving, instead of the workers having to work the roots under water. In the work that I have been doing, I have tried to help them with different things, but they do require supervision. For instance, this is just one example: I have here a sample of a wastebasket which a woman, in western Ontario, made under my own eyes; as soon as I turned my back she sent me this (witness exhibits poorly made basket). That is why I say we need supervision.

The members of the second school of thought take the position that Indians should be trained to produce on their reserves, craft products which will enter into the ordinary channels of trade, and for which there is a constant demand. In this connection, I wish to emphasize the fact that I have never found that Indians require training in the actual making of their craft goods. They know more about that than we do—but they *do* need direction as to the type of articles for which there is sale in various parts of the country at various times; they need supervision to keep their work up to standard; they need assistance in procuring necessary materials; and above all they need to learn by actual experience that it is better to co-operate with each other and bring their goods to one central spot on their reserve, for central purchasing, rather than to take time off from production in order to wander through the country, sometimes selling for cash and sometimes trading for old clothing.

Experience has taught us that Indians producing hand-made goods have to compete with the machine-made goods produced by white men, and the competition is usually very keen. We therefore feel that if these industries are to secure a permanent place on our reserves, consideration will have to be given to the production of articles made in part by machine and in part by hand. For instance, from the standpoint of the main body of Canadian purchasers, it would seem that Indian mocassins and slippers are just as attractive and acceptable when made in part by hand, and in part by machine. Another example, in connection with basketry, is that for generations, as at the present time, Indians in this part of the country produce baskets made from strips of black ash, pounded by hand from the logs. If these same logs could be processed by machines somewhat similar to the ordinary veneering machines, much time would be saved. Wooden basket bottoms might well be made by machine, while the sides could be handwoven from willow or other materials.

My personal opinion is that there should be two distinct and separate organizations for craft work: one, industrial and the other cultural. The industrial set-up should be to assist Indian workers—the ordinary every-day Indians—to be self-supporting through the commercial production in quantity

of useful articles such as workbaskets, wastebaskets, and shopping baskets, for which there is a tremendous and ever-increasing demand.

The other, or more cultural set-up, would definitely have to be endowed or subsidized and should have as consultants and advisors such experts as Dr. Marius Barbeau and Dr. Diamond Jenness in order to have some accepted standard as to what is actually traditional Indian design, regarding which there is considerable controversy. Such a set-up should be in a position to select Indians showing definite artistic talent in various lines, and to foster these talents by providing necessary training and equipment, and later a specialized market to absorb the high quality goods produced by this much smaller group of outstanding workers. My belief is that the personnel of two such set-ups would be temperamentally unfitted to work together.

To deal effectively with what we might refer to as "The Industrial set-up", there should be:—

1. A "directing head" or manager; with adequate office and warehouse staff in Ottawa.

2. A field staff of ten or twelve young women, hand-picked and trained to deal with Indians; to guide, direct and co-ordinate production on reserves; and in their turn, to train Indian men and women to handle their own reserve projects and act as assistants.

3. A young man (now in the R.C.A.F.) whose duty it would be to keep all projects supplied with necessary materials, such as ash logs, sweet grass, birch bark, willow, dyes, yarns, etc., etc., with seasonal assistance by Indians.

4. A young man or woman to have charge of "exhibits and publicity".

Existing arrangements for selling are satisfactory at present, but other arrangements could be made as occasion arises. Revolving fund loans should be arranged for new groups as organized, on the usual repayment basis, but the costs involved in providing a reasonably adequate staff for any nation-wide promotion of reserve industries should be:—

Directing Head.....	\$ 3,600 00	plus \$ 1,000 travel
Assistant.....	2,400 00	
2 Grade II stenographers, at approx. \$1,200 .....	2,400 00	
2 shippers, say \$960 and \$1,200.	2,060 00	
10 Field Staff at \$12,800.....	19,000 00	plus \$10,000 travel plus \$10,000 initial purchase of cars
Buyer of Materials.....	1,800 00	plus travel \$ 1,000
Exhibits and publicity person..	2,400 00	plus travel \$ 1,000
<hr/>		
\$ 32,660 00 plus \$23,000 00		

I would make it an even \$60,000 the first year, and if during the following year, standing exhibits could be prepared for Great Britain, United States, Mexico, South America, etc., such as have frequently been requested—during the second year the appropriation should be raised to \$75,000. This is apart from buildings which should form part of the post-war program and in which material from discarded barracks could be used. It is also apart from simple machinery which it should also be possible to have transferred from military training centres.

Funds can be spread over an extensive service if arrangements can be made for what might be termed "flexibility in spending." For instance, there are seasons of the year when many Indians need employment in craft work. At such seasons, considerable supervisory assistance is required. Then, when certain groups of Indians abandon this work temporarily in order to go guiding, fishing, trapping, fruit picking, and so on, the supervisory staff should be



partially disbanded. A warehouse for western goods may be required in some central location, and to start with at least, only part-time help should be required. This is the sort of thing which it is very difficult to handle under the regulations which govern employment in departments of the government, but I have no doubt that some satisfactory procedure could be worked out.

*By Mr. MacNicol:*

Q. They make very lovely baskets out of willow. This appears to be a three-cornered one, apparently?—A. Yes, it was her own model.

Q. But, if they had the right kind of models, they would then make the right kind of baskets?—A. Yes, this woman had the right models, all right, but she said those are just samples, and these are for sale! Some workers seem unable to keep to a standard of goods, to keep their work up to the level of the samples.

Q. Have you been at the reservations on Lake Nipigon?—A. Yes.

Q. At White Sand and Gull Bay?—A. Yes.

Q. For how long were you there?—A. Only about ten days altogether. I was with the medical service at that time and I went in there and saw some of the Indians who had to be brought out to go to hospital.

Q. How long did you stay at Gull Bay?—A. Two nights.

Q. Did you sleep on the boat?—A. No, I used the school teacher's little house there, and the men slept on the boat. Those people do very good skin work.

Q. I am very much interested in helping the Indians. We have spent many millions each year and I thought we had always got very little for our money—I mean the Indians. Gull Bay has a nice little school where they have, perhaps, an average of say 30 pupils.—A. Yes.

Q. When I was there I asked the teacher how she thought the pupils in the school could be improved, and she said, "Well, they love music, but we have not got the instruments for them."

"They need a certain amount of medical attention, but I am not a nurse," and I said, "Do you think that every teacher in charge of a school like this at Gull Bay, and at White Sand and at a score of other places, should be sent, in the summer time, to another government institution at the country's expense where those Indian teachers could be taught or could be given some knowledge of nursing and of ordinary medical first aid?" Because when the doctor does come he is there only for one day, or a part of a day, and it is utterly useless for a doctor to go to a reservation and try to look after 150 people in a day. That sort of work is not worth 50 cents a year.

The CHAIRMAN: I think that we will have an opportunity of speaking about that to Dr. Moore this afternoon. I believe he has some ideas about providing services in there. Could we just go on with this other work in order to deal with the people as they come up? I think we should keep our questioning confined to the brief before us, otherwise we will not make very much progress because certain questions have already been sent in to the department.

Mr. MACNICOL: I have four or five questions to ask that could be answered right away.

The CHAIRMAN: Very well, then.

*By Mr. MacNicol:*

Q. You first spoke about handcraft work on the reservation, and you stated that at Muncey, where they were trained to make copper metal work, they cannot do it now on account of the war. Now, does that also apply to textile work?—A. Yes. We had a young Indian girl who had received training in weaving, and she was taken on the staff of the supervisor and remained over two years, I believe; and we had eight or ten looms up there.

Q. At Muncey?—A. Yes, at Muncey.

Q. In the girls' school?—A. In the Mount Elgin Residential School, where Mr. Strapp is one of the people whom I found to be very co-operative. He is the principal there and is very much interested in all craft work.

Q. Another observation you made was with respect to certain reservations which were carrying on craft work. Can you name a number of such reservations?—A. Yes, we have quite an industry down near Pierreville, in the province of Quebec, below Sorel. We also had a large industry at St. Regis, which we organized and rather steered towards ordinary dealers in order to drop supervision; but those Indians to-day are earning from \$100 to \$200 a week, working in a United States plant nearby. So the work there has dropped quite a bit.

*By Mr. Castleden:*

Q. Where are these Indians working?—A. In the aluminum plant at Massena, New York State.

*By Mr. MacNicol:*

Q. And reservations in the west?—A. I am getting goods from Spanish River and from Christian Island, and from the Soo.

Q. Any from Garden River?—A. Garden River, that is right at Sault Ste Marie.

Q. What is the name of the school at Sault Ste Marie?—A. You mean the residential school? Shingwauk.

Q. Do you assist them too?—A. I do not deal with the school pupils ordinarily. These two projects at Caughnawaga and Muncey were a try-out, but we found it to be better to take them for commercial work after the pupils had left school.

Q. Coming back to Muncey, again, the main trouble there is that when a boy or girl arrives at the age of sixteen years or so, at these schools, he or she is then sent home, with the result that in a large number of cases the ex-pupils revert to the Indian standards. Could the boys do metal work at home?—A. The reason I suggested this metal work was that the Six Nations Indians have always been metal workers. At Muncey we taught the boys with very primitive tools; to begin with, to make a log-mould on which to work. In the manual training classes, Mr. Strapp showed them how to make metal-working tools out of files or things like that. Those boys, if interested, would go on with that type of work and would send their goods in to ordinary markets and they would receive substantial returns.

Q. Could not some of them be used in war work?—A. Many of them have gone into the Army and are in mechanical work. I have a list of their names, and I have ascertained that five out of seven who enlisted are now getting trades pay as mechanics in the services.

Q. Have you a list of their names?—A. I can get them for you.

Q. Does the department keep a record?—A. I doubt it.

Q. I think that they should!—A. It was all a personal matter with me, because I was interested in those boys. Now, as far as our weaving girls are concerned, some have gone into mechanical weaving when there was a call for them. One girl, in particular, became quite expert, and she is reading parachute-cloth in order to find faults. It was because she was expert that they chose her for that work.

Q. One further question I would ask you is: Would you not think it would only be fair for the country to bonus such work to a certain extent—not to a great extent, but to a certain extent so that when their goods are placed on the market they could sell them at competitive prices? We bonus wheat and iron; why should we not give these natives a bonus?

The CHAIRMAN: I think we should let your statement go, and that we should not ask Miss Moodie to answer it. We will leave your statement as it is.

Mr. MacNICOL: I think that Miss Moodie's opinion would be only her own personal opinion. You are not speaking for the department or the government, Miss Moodie?

The WITNESS: There is one thing I would like to say, and it is that Indians can compete with anybody at that sort of thing. (Indicating woven scarfs and ties).

Mrs. NIELSEN: I hope very much that the present witness will not take exception to what I am going to say, because I have the feeling that her ideas are very much in line with my own. To-day I had the idea that we were coming here to discuss problems of the Indian people and their relation with the rest of Canadians. Now, in dealing with handicraft first I think we are putting the cart before the horse. We should have a discussion first on the whole fundamental question as to whether or not our whole policy with regard to Indians is a correct one, or not. It is a policy which was started many years ago. Should it not be completely revised?

The CHAIRMAN: Miss Moodie is not responsible for that. After last week's meeting, the officials of the department and I discussed this, and we thought we should have Miss Moodie come here because of the very good interest shown in the art work and handicraft generally. I was hoping that Miss Moodie might finish her part of the discussion by 12 o'clock noon so that we could then proceed to the other matters; so, I will now ask if there are any further questions. Bear in mind that I would like to finish this part by 12 o'clock if we could.

*By Mr. Castleden:*

Q. Do you find that the group, like these six young Indians you have mentioned, are good metal workers?—A. There is a traditional "something". When their ancestors have done a certain type of work there seems to be an aptitude for that work.

Q. You said that there are Indians there who are earning \$200 a week in the aluminum plant. I found an Indian last year in Quebec who was recommended to me as being the best steel worker, the best structural steel riveter in the city.—A. Was he from Caughnawaga?

Mr. RICKARD: Was his name Joe Berry?

Mr. CASTLEDEN: Oh, you have got me all mixed up now. We have Indians who are good doctors and good nurses and who excel themselves and who show that they can compete in modern fields of endeavour everywhere, almost in spite of the opportunities or conditions under which they have been living. Do you not think that it is time that the educational side of our Indian Affairs Department should take up this matter and discover for those Indians what their capacities are and give them opportunities to train along these lines so that they may go out into the world and make their contribution in that way, and also make their own means of livelihood?

The CHAIRMAN: Mr. Hoey should be able to answer that.

The WITNESS: I think it is important to get these people at the age of sixteen and to have some provision made for them, either to place them in employment or to apprentice them, or to find out what they are best fitted to do, because the time from sixteen to eighteen years of age is a bad one. We were doing that sort of work at Caughnawaga before the war, and then following the outbreak of war our plans were upset.

*By Mr. Castleden:*

Q. You say that the economic problems should first be solved and then you may come along with your hobbies?—A. I feel that this ordinary craft-work is not a hobby. I feel that ordinary merchantable goods, such as the trade is simply crying for—they want ties, scarves and hand-made gloves,



and all sorts of things like that—I feel that those are things which the Indians should be asked to produce until they have earned a living. There is a living to be earned in craftwork for men and women. I would say, roughly, 10 per cent of the Indian population; of course that is not a large percentage, but it helps out a lot.

*By the Chairman:*

Q. Ten per cent of the Indian population could thrive on practical craft-work?—A. Yes, the men are very good at willow-work, and all sorts of things.

The CHAIRMAN: Any further questions?

Mr. TUSTIN: Miss Moodie held up this basket and said there was a tremendous amount of work in it. I think she said she did not think the Indian Affairs Department should promote this sort of work. Then Mr. Matthews said they were not forced to do this work and Miss Moodie followed by saying that they were urged to do it and if not they would be criticized. Now, who does this criticizing?

The WITNESS: I think the criticism comes from women who have had little experience in such matters.

Mr. MACNICOL: Can't you keep them off the reservations altogether?

The WITNESS: I wish we could, but they form themselves into associations and they succeed in getting publicity.

*By the Chairman:*

Q. You do not mean, Miss Moodie, that the Indians are criticized by departmental officials?—A. Oh no, not at all, no.

The CHAIRMAN: That has been made quite clear, Mr. Tustin.

The WITNESS: The Indians do a good job just as long as they are supervised, but just as soon as they are not supervised they go back to their old ways. For example, take children going to school. These children are educated up to the age of fifteen or sixteen, but when they are allowed to go back to their own homes, they tend to fall back into the same old lines.

Q. I have heard it said that it takes three generations of schooling, say, in a good residential school, to get Indians to the point where they can hold their own ground.—A. I do not think it should be expected that they change too rapidly. There are a great many things that these Indians make, such as apple baskets, for which there is a great demand. I think that there should be some supervision to keep these people on that job. I have a letter here in connection with picking baskets. I received a request from a large basket company asking about baskets made about this long (indicating), having a heavy hoop for a handle, and another heavy hoop for a circle. Now, these baskets contain at least 30 cents worth of ash splint. Consider the cost of materials plus the time spent in making them and the fact that the ceiling price for them is \$12 a dozen—

Mr. RICKARD: We pay \$1.20.

The WITNESS: You should pay \$2.

Mr. RICKARD: We cannot afford to do that.

The WITNESS: That basket is going to last for twenty years.

Mr. RICKARD: It won't last more than two years. No basket that any Indian can make will last more than two years.

The WITNESS: I will bet you the ones that I have would last more than two years.

Mr. MACNICOL: Oh, sell him one for \$5 and then give him a discount.

Mr. RICKARD: We found that a basket lasts two years with ordinary wear and tear, and at that we think we are doing very well.

*By Mr. Ross (Middlesex):*

Q. Where were these baskets made, Miss Moodie?—A. At Spanish River reserve, in Soo agency.

The CHAIRMAN: Any further questions?

*By Mr. MacNicol:*

Q. Do you go to Morley?—A. I have never been west of Winnipeg, although I have had correspondence with Mr. Graham of Morley.

*By Mr. Ross (Calgary):*

Q. From what you have already said, I think you will agree with me that before the advent of the white men the Indians possessed a talent for arts and crafts?—A. The Indians used such materials as were at hand, and they made useful articles and things that they needed to use.

Q. And a number of them had talent along that line?—A. When a little family competition entered into the matter they began to decorate and ornament them for special occasions. Those articles would be of a better type. Now, when anybody makes something which he wants to be beautiful, and to use for some special occasion, he will try to turn out something better than an article manufactured by the dozen.

Q. And in order to do that sort of thing they actually developed a talent along that line?—A. Yes.

Q. Now, following up what Mr. MacNicol and Mr. Castleden were saying about the department taking steps to search out these talents and try to find their practical application as far as possible—

The CHAIRMAN: Wouldn't that be a question, rather, for Mr. Hoey? My point is that I want to avoid the asking of the same questions over and over again of different witnesses, as they come along. Now, Mr. Hoey is in charge of general education and it might be wise to reserve questions on education for him to answer. On the other hand, if you would be satisfied with what Miss Moodie might answer—

Mr. Ross (*Calgary*): I do not know. Whoever can give the answer would be satisfactory to me.

The CHAIRMAN: I would suggest Mr. Hoey.

The WITNESS: I can only answer part of the question. Where I found Indian workers who stood out above the general run and make goods of a sort which do not fit into the ordinary lines of our markets, I advised them to go to the handicraft guilds in the different cities because there they would have a better chance to cultivate and market their better class of goods. I think I had better leave the balance of the question for Mr. Hoey.

The CHAIRMAN: Yes, by Mr. Hoey.

Mr. Ross (*Middlesex*): A moment ago Miss Moodie mentioned a communication about which she appeared to be a bit wild.

The WITNESS: This communication is from a man whose name I will not mention. He is a prominent basket manufacturer. The letter reads as follows:—

Dear Miss MOODIE,—We have yours of May 12, and note your various remarks. We haven't any argument about these costs that you mention, nevertheless the ceiling is on our prices, and we have argued and argued with the government about that, but they won't grant us any release, and that is the reason these picking baskets are very scarce, and will be more scarce. It seems too bad that some of the Wartime Prices and Trade Board didn't have a little experience in the practical working out of some of these matters, it seems to be their one and only idea that prices cannot go up. We wonder if any of them really believe in practical experience

that prices haven't gone up. Certainly wages have gone up and men working for factories get an 18 per cent cost of living bonus, nevertheless an Indian making baskets is not supposed to have a cost of living bonus, or any increase at all. How ridiculous.

We quite realize that you cannot do business with us, and we hope you quite realize that we cannot do business with you under those prices. At some future date when this war is over and we get back to normal, we will be glad to hear from you again.

Mr. RICKARD: Why is it we used to get these baskets for 75 cents?—

A. The cost were lower and the material was more plentiful. Transportation costs were more easily handled.

Mr. RICKARD: Only a few years ago it was 75 cents and I think that with the difference in price as between what they were then and what they are now that if they could make them then for 75 cents they could make them now for \$1.25.

Mr. ROSS (*Calgary East*): I think there will be a good market if tourists and the like could get something right on the spot—something like that made by the natives. I think there will be a market there. Do you try to make them a market on reserves, or take the stuff right into Toronto.

The WITNESS: We have tried outside of the Shawanoga reserve near Parry Sound; and there is a log house built on the highway leading to the Prince Albert national park, between it and Montreal lake, I believe. I am speaking from reports. We have tried that in many places but many of the Indians are not good merchants and they gyp each other. You cannot hold the prices.

Mr. ROSS (*Calgary East*): There have been very few American tourists come in since the war.

The WITNESS: Not only that, but this would apply to remote reserves where these things are made and where people do not buy them. I have stayed on a number of reserves where these things are made, and I do not think tourists would be interested.

Mr. MACNICOL: Is this material on those tables the same as the material down at the end of the room?

The WITNESS: No, that deals with another branch.

The CHAIRMAN: Now, I am going to ask Mr. Allan to return, and I think it would be well if, first of all, Mr. Allan answered some of the questions which were asked by some of the members, and then we can go into a general discussion.

Mrs. NIELSEN: I think the committee should thank Miss Moodie for her fine presentation here.

The CHAIRMAN: I thought we would do that later on, because we may recall her.

Mr. D. J. ALLAN, recalled.

The WITNESS: Mr. Chairman and gentlemen, the chairman mentioned certain questions which were asked which would probably fall within the class of work I am doing, and I think the answers will come out of the discussion. There is very little in the questionnaire which affects me. The principal question was with regard to the classification of Indian effort into the various basic industries in Canada. Now, I find that between Mr. Hoey and myself—and I will ask you to believe that we are both seriously interested in the welfare of the Indians—there is some disagreement. I think Mr. Hoey would tell you that among the basic industries, fur, agriculture and such things as fisheries and forestry and so on, he would devote about one-third to each. My studies of the



matter have led me to a slightly different conclusion, but my judgment may be slightly coloured by my interest in fur. I would say that 50 per cent of all the Indians in Canada are more or less engaged in the fur industry. I would say that possibly 25 per cent or a little more are interested in agriculture and ranching and such pursuits.

Mr. MacNICOL: How much in fishing?

The WITNESS: I would say about 15 per cent of the Indian population in Canada is interested in fishing, 7 per cent are interested in forestry and lumbering, and I have left 3 per cent in the question as it was asked in light and heavy industries. Now, I think it should be understood that you cannot have any of these activities put in one pigeonhole because the Indian who is basically engaged or primarily engaged on the trap lines is also a fisherman. He has to be. Similarly, a man who in the summertime engages in one or other of the forms of agriculture in the wintertime goes out on a trap line. He may even go on to the lakes, and they interlock and overlap, and it is very difficult for that reason to say that a certain percentage are in fur and a certain percentage are in fish or forestry or agriculture.

I think we have to put first things first. After all, what we are interested in and what we are paid to do, shall I say, is to administer the resources as we have them on Indian reserves and as we can acquire them outside of Indian reserves so that we can put food in the mouths of the Indians and shelters over their heads and clothing on their backs. Those are the first things and they must be put first. There is not very much room for art and the finer phases of life in the life of a man who has not enough to eat. The first duty of our department is to see that the 118,000 Indians in Canada have enough to eat and enough to wear and have a happy future under greatly improved conditions from the resources of Canada placed at our disposal on their behalf. We have for the Indians 5,500,000 acres of land in Canada. Some of it is the best land in Canada, most of it is inferior land; much of it is in the wilds. It is a place to live, and that is about all you can say as far as the reserve is concerned. The Indian reserves was not designed to support the Indian community; it was designed as a place for the Indian to live, and we find that they have to go far beyond the confines of their reserves to make a living. There are important natural resources in the five basic types mentioned. I say with regard to mining that very few Indians are suited for mining work, or engaged in it.

Mr. MacNICOL: Have they anything to do with mining on the reserves? Are the minerals on the reserves the property of the government?

The WITNESS: Only the precious metals; all other minerals belong to the Indians who own the land, or they belong to Canada in trust for the Indians. We have looked for oil on the Sarcee and Blood Indian reserves, and I hope we find oil on the Stony reserve which is of little value for any other purpose. The royalties from oil would accrue to the benefit of the Indian band, and that is one hope that they some day hope to realize.

The CHAIRMAN: Would those royalties accrue to the benefit of the Indian band of that particular reserve or for Indians generally?

The WITNESS: For the benefit of that particular reserve. Incidentally, I had the satisfaction of signing up an oil lease on the Stony reserve where the promoter advised me he was never as certain of anything in his experience as he was that he had oil, and he was going to send me a ticket for the blow-in. I am looking forward to that.

Yesterday we had an application from a large oil firm on the Blood Indian reserve. They are only searching for oil there. The point I want to make now is that on 5,500,000 acres of Indian lands in Canada we have never found any mineral, we have not a working mine, and we have not found oil. We believe those things are there and a search is going on and we may eventually find them.

There is one instance of a small coal mine on the Blackfoot Indian reserve in Alberta which is operated by the Indians themselves.

May I return to what I call first things first. What do we do for these people? I spoke to you the other day concerning my fond hopes for the expansion of the fur industry in Canada to the extent where it will much more adequately provide a living for 50 per cent of the total Indian population of Canada as well as for other people who will benefit from the same development. May I elaborate on what I said the other day? How do we propose to do that? I have covered the muskrat program, I think, to the satisfaction of everybody but myself; I am now touching very briefly upon the beaver program. I want to come back to the beaver program, because I feel that I rather left that matter in the air. The plan that I proposed in the mimeographed sheet that I left with you was the establishment, in co-operation with the provinces, of beaver reserves across Canada. You will recall I suggested, and it was only a suggestion, that there might be three in the northwest territories, two in British Columbia, two in each of the prairie provinces, three in the province of Ontario, three in the province of Quebec and possibly three in the maritime provinces. Due to the fact that the ownership of their natural resources is vested in the provinces and that the land over which we will have to operate is in the provinces, this plan can only be accomplished by co-operation with the provinces. I can see no reason why the provinces should not be willing to co-operate in such a plan. These reserves that we would establish would still be open for the trapping of all types of fur, except beaver, in the first instance. Beaver would be rigorously protected for, say, ten years until their stocks reached the point where they would sustain the population without exceeding the annual increase or encroaching on the capital stock. All the Indian would be allowed to take or all the trapper would be allowed to take would be a part of the interest until we get the capital stocks built up again.

MR. MACNICOL: What is the average life of a beaver?

THE WITNESS: I do not know, Mr. MacNicol, but I am told it is anywhere from thirty to fifty years. They have a long life.

You have touched on a point there that gives me some little concern, and that is that if we preserve beaver on one of those preserves for ten years the ones that we started with are going to be very old. We think we know how to handle that situation for the chaps in northern Ontario and northern Quebec where the trench method is followed and where they actually can select the animals which are taken, by hand, alive. They are not caught in steel traps or fancy traps, they are caught by the tail by hand.

MR. MACNICOL: Don't they bite?

THE WITNESS: No, they are too stiff in the body, they cannot turn around. If they are caught by the tail they cannot bite.

MR. RICKARD: Can you tell how old they are?

THE WITNESS: The experienced trapper knows from his general experience whether a beaver is old or young by the size of it. Beavers will run on the average about 30 pounds a carcass. I have heard of one instance of a beaver that was taken at Rupert House that weighed over 100 pounds; it was old. They do not get their growth for five or ten years, but under this trench method where they take the live animal in their hands they can let it go again if it is a female or if it is young and immature. When the Hudson Bay Company took 1,800 beaver at the Rupert river reserve the fur auction at Montreal said that they were the most marvellous group of beaver that had ever been shown. They were all either blankets or extra large, and the reason for that is that when they take the beaver by the trench method the Indians select them.

MR. MACNICOL: What do you mean by the trench method?



The WITNESS: It is difficult for me to explain it to you, but they block the house up and leave only one small exit, and there is a hole in the bank where the beaver goes for refuge, and between the two the trapper cuts a hole in the ice across and they take a rat spear—sometimes they use dogs—and they scare the beaver out and he goes back to the house. They chase him out of the house into the bank, and they put in their trench and they chase him back again with a rat spear. One trapper is on his knees over the trench and as the beaver comes out he grabs him by the tail and pulls him out. A great many of the beaver, as Mr. Macdonald well knows, in northern Quebec, and in some instances in northern Ontario, are taken by that trench method. That gives them an excellent opportunity to discard the immature beavers and the females. It is a tremendously difficult job to tell a female from a male beaver by examination. However, we feel that we can build up beaver stocks to ten times their present numbers in a matter of ten years, and in a shorter time if we adopt the policy of restocking these preserves from places where they are plentiful or places where they are a nuisance. We transplant now sixty beaver a year to the two preserves in Ontario, one at Kasagami and the other on the Albany river, and thirty-eight of those, with the permission of the Ontario government and their co-operation, were taken from Algonquin park. They are plentiful there. There is no trapping allowed there but they allow us to go in and take live beavers and transplant them to other parts of the province. We take sixty a year now but plan to extend the program.

Mr. MacNICOL: From Algonquin park?

The WITNESS: Yes. We should be taking 1,000 a year and we could always find places to put them.

Mr. MacNICOL: If you took those beaver from the Algonquin park, say to northern Manitoba, how would you keep them during the first winter?

The WITNESS: We would not need to do that. As a matter of fact there are lots of places in southern Manitoba where we can get them closer. From the Algonquin park now we are taking them up to the Albany river. We trap them there with live traps. People ask, why don't you trap all beaver by that method? One live-trap would nearly cover this table which answers that question effectively. We live-trap beaver in Algonquin park and take them to a shipping point in canoes, ship them to Moosonee and then take them up to canoes where they are disseminated as widely as possible over the 7,000,000 acres we have there as a beaver preserve. The cost is not heavy. Last year, including the cost of our traps and crates, the cost was only \$38 an animal to put them in.

You may ask how we get them. We trap early in the season. Last year we trapped in June; this year we are diverting it until July, because we found we were taking the mothers from their very small young. In nearly all cases the trapper knows about this and he takes the little ones too. We had eight or ten little ones in the crop but four or five of them died. If they were moved when they were older we would save the young ones too. This year we start in July and the trapping will be spread over the following three weeks and we propose to take thirty or forty of them and put them in the Albany district. The ones we put in Kasagami illustrates the co-operation we get from the provinces, because the province of Quebec permits us to live-trap in the province of Quebec and to take the beaver over to the province of Ontario. That is only one concession, and we are very grateful to the province of Quebec for it. The same thing could be extended indefinitely to the other provinces. In Alberta we are transplanting beaver and placing them on the Indian trap-lines. We would like to do it on Beaver preserves. We have not the degree of control over trap-lines that we should have to accomplish our ends. The trap-line is small. Even though you have a group of them together you have divided control



and ownership, and one poaches against the other. Our theory is that we should have it definitely set aside as a preserve where we would have full and complete control over the animals.

I would like to take this beaver business one step further. When we get to the point where the beaver population alone will maintain the resident population,—and it will—it is already doing it at Prince Rupert—then we will close those preserves to the taking of all other types of fur. That is complementary to the scheme. As soon as we get the beaver to a point where the beaver crop will maintain the population that takes the pressure off all other kinds of fur, and we will develop the marten, the fisher, and the lynx, and all the other wild animals that do not respond to the fur farming methods in semi-captivity. We can keep the mink, the fox and the raccoon and several other species in semi-captivity but you cannot put a lynx in semi-captivity. A fisher won't breed in captivity. Marten experiments have been disappointing. Those animals have to be developed in the wilds, and this is all complementary to the beaver development plan. As soon as we take the pressure off the other fur bearers and maintain the population on beaver, those others will benefit.

Mr. MACNICOL: You bar their capture for a while.

The WITNESS: Properly bar the taking of them for a period.

These things serve another purpose. It is not only for what these sanctuary areas will produce themselves but it is a nucleus that will reseed the whole surrounding district. Martin, fisher, lynx and various types of foxes are all more or less migratory. You cannot keep them on a preserve, and if you protect them on a preserve they will spread and re-seed all the other areas around it.

There is another development—and I am going away into the future—as soon as you get a producing area that will maintain the resident population you can immediately set aside as a preserve the country adjoining it; and we are quite convinced that if our ideas are given a fair trial, and if we achieve the success that we hope for, we won't have any difficulty in persuading the governing bodies to set aside further preserves because the idea will sell itself just as the muskrat proposition sold itself. We started up with Thomas Lamb with 54,000 acres and next with Summerberry with 135,000 acres and next with Two Islands with 160,000 acres and then with Connolly lake with 100,000 acres, then we got out of the province altogether and went into Saskatchewan. That is the way the thing grows. Nothing succeeds like success.

Mr. MACNICOL: You mention Thomas Lamb in connection with beaver. Was he the first person to bring beaver into that country?

The WITNESS: No. Actually the history of Thomas Lamb and the beaver is pretty much this—

The CHAIRMAN: Didn't we go into that pretty fully at the last meeting?

Mr. MACNICOL: No, this is important.

The WITNESS: He had three beaver houses on his place when he started—

Mr. MACNICOL: Were they native beaver or New York beaver?

The WITNESS: Native beaver. Then, in his second or third year—Tom is a great little advertiser and he got the people in New York state interested. They gave him three pairs of beaver, shipped them into The Pas and he put them on his ranch. He got them late, so late that they did not have a chance to lay in a supply of food. This is the story that I know. All that winter, Lamb, who is the proud father of nine children—

Mr. MACNICOL: Wonderful children.

The WITNESS: —his children spent almost all winter taking bits of poplar and alder and putting them through the ice and kept those beaver alive. They actually fed them through the ice and he actually brought them through the

winter. I have seen pictures of Tom Lamb's little girls who are maybe fourteen or fifteen years of age with six husky dogs or five husky dogs and a wolf hitched to a sleigh and carting this stuff out to the lake to push it under the ice for the beaver.

Mr. MACNICOL: Otherwise they would have died.

The WITNESS: Yes, they would have died, because he did not get them until the season was over, until the month of October—September or October—when there is no chance of their setting up a food supply. Se he had to feed them. He has beaver on his ranch. We have them coming into the marshes that is really not beaver country. There is little alder or poplar in it; it is marsh country. There are a few beaver there.

Mr. MACNICOL: Now, I interrupted you, when you were in Quebec.

The CHAIRMAN: When the witness is taken from one subject it is hard to get back to it again.

Mr. MACNICOL: We learned that that part of the country is not a beaver country. That is important.

The WITNESS: To return to the general program. If we could set up these beaver preserves across Canada we would make a very useful contribution to Indian welfare because so many of them live in pursuit of fur, following the trap-line, and following my purpose of putting first things first I would start with fur.

Mr. MACNICOL: These funds you are asking for have to do with these fur farmers?

The WITNESS: Yes. Spread over a term of years I am asking for one million dollars to establish, manage, and develop twenty beaver preserves across Canada.

Mr. ROSS (*Calgary*): Are you asking for it in the estimates?

The WITNESS: No, I am asking you people to consider it as a post-war program.

The CHAIRMAN: That is what you gave us last time.

Mr. MACNICOL: I think that is important business—calling attention to the twenty beaver preserves. Where would those twenty preserves be? Maybe you do not care to say?

The WITNESS: Yes, I have not any hesitation in saying, but how much do I know about it? Mr. Turgeon knows as much as I know about that huge constituency he represents. I understand they slip into his constituency.

Mr. MACNICOL: He won't object to that.

The CHAIRMAN: You will think that I have been talking.

The WITNESS: The reason is not that I have met Mr. Turgeon in the last few days but it is the fact that territorially he represents the most of British Columbia.

*By Mr. MacNicol:*

Q. He represents a lot of it—if you count the water and the mountains. Well, go on?—A. That is where the beaver thrives. Mr. Turgeon and the beaver are alike in that respect.

Q. Would there be any in the maritime provinces?—A. I do not know enough about the maritime provinces to say. I understand there is quite a well developed beaver conservation program on in Nova Scotia right now, but I have not got the particulars of it. From what I know of the interior of New Brunswick and Nova Scotia—and I have been through parts of both provinces—I can see no reason why beaver should not be there. However, I would want some advice on that from the fur and game people in those provinces.

Q. There are some in Quebec and some in Ontario?—A. In Ontario we definitely have three and we should have four or five. As regards Quebec, in addition to the ones they have they should have a couple more. Take the north shore. They have the Indian settlement at St. Augustin, at Mingan, at Seven Islands and at Bersimis. From Bersimis to the sea right on up to Augustin that is the country. The people who live in there trade a good many hundreds of beaver. There are possibly 2,000 Indians there.

Mr. HOEY: There are 698 at Bersimis, 625 at Seven Islands, 115 at Mingan and 359 at St. Augustin.

The WITNESS: Those people maintain themselves almost entirely from the pursuit of the trap-line. They have to make a living for themselves and they have practically decimated the fur bearers in those areas and they are now trapping in Labrador. Labrador and Newfoundland are going to tire of that and say, "Keep your own Indians at home; we need that country for our own people." The obvious thing from our point of view is to develop beaver preserves in there and re-stock that country. Somewhere between Seven Islands and Mingan there are streams in that country that are admirably suited to the development of beaver sanctuaries, and we would like to establish seven or eight million acres of preserve there and take the beaver, if we have to take them, from James bay and transport them in there to restock that country in order to speed up the benefits that could be obtained. The cost is not prohibitive. After the war we will have expert airmen and we will have lots of aircraft and the beaver could be flown from James bay to Mingan in twenty-four hours and would be in a new environment within a week of their capture. They transport well.

Q. Are climatic conditions about the same?—A. More or less the same, but it would not matter much because the beaver line goes as far north as the Great Whale river, and this area is much south of that. And they are there now, because the people have lived on them for centuries. It is beaver country. Then there is the area around Grand lake Victoria, and at the headwaters of the Cologne and the Black rivers. There is that area in Mr. McDonald's constituency of Pontiac which has been lumbered over, and it is ideal. They took out the pine and the spruce and the conifers and what you get in the next fifty years is a huge crop of alder, poplar and white birch, and those are the beaver foods. They naturally live in those particular areas, but as Mr. McDonald knows and will say, the area is practically depleted.

Q. Mr. McDonald will not object either.—A. The district is practically depleted. It is one of the best fur countries that has come within our studies. We know that it was once excellent beaver country and we know that it will be so again, but there are no beaver there now. We know the Grand Lake Victoria area immediately north of it as the best beaver country in the province at the present time, and that could be extended over six or seven million acres with a minimum of expense. All you would need would be a closed season on beaver for ten years and you will bring them back to a point where that country would be as good as Grand Lake Victoria is to-day, and the Grand Lake Victoria area is capable of giving not less than ten beaver to every trapper in the country now. They can stand a heavier crop than that, but we do not need to do that now, because beaver are worth some \$40 to \$60 apiece and when you give one of those trappers \$400 or \$600 a year from every beaver line in the country and they are able to implement that by a diversity of other fur, you have done enough, so you do not need to take more than ten. We would sooner have the beaver migrate into the adjoining territories to the east and build up that whole section of the province.

Mr. MACNICOL: Is the beaver good to eat?—A. Excellent. In the winter-time it is very fat and is preferred by those northern Indians to any other meat. I think I told you the story that the Hudson's Bay Company asked the Indians to take 1,800 beaver and the Indians said, "No, we will not take over 800



because that is all we can eat." They do not take more beaver than they can eat. They believe that the slaughter of beaver for the pelt alone is a waste and we try to encourage that idea.

Q. Now, there is the first item, ten projects at \$50,000 each. Could you explain how much of that \$50,000 would be spent?—A. That \$500,000 is a five-year program. Our experience with the preserves we already have is that we can operate them at a cost of from \$3,000 to \$3,500 a year. These projects I suggest would be more expensive because we run these now with one supervisor and my own part-time, whereas if you set up three projects in Ontario it would mean you would have to have three field superintendents. We should not expect to find a competent man to operate, manage and control that area unless we are prepared to pay him an annual salary of, say \$3,600 a year.

Q. Would he be an Indian or a white man?—A. A white man.

Q. Would the Indians possibly develop to be able to supervise themselves?—A. Yes, but even with a white man it is a question of education, and we can educate a white man for that job more quickly than we can an Indian. The Indians do a tremendous amount of the field work, the actual intimate work on the ground, but the direction would have to be in the charge of a white man and a good white man, a man with a high order of administrative ability, and they are hard to get. Those men would have to be trained to some extent in the work. But to come back to cost, I would say roughly \$50,000 to each preserve which would provide the salary for a competent supervisor, his necessary travelling expenses, and the small costs of taking the annual census and keeping records as to the progress of his department.

Q. What would the headquarters technical staff be?—A. In connection with the beaver preserve we would have to have an organization to correlate the work done in the various provinces. You would probably need one chief supervisor in charge of the whole scheme and a minimum of clerical and stenographic staff.

Q. This \$50,000 would be spent over a period of ten years, or five years?—A. Five years.

Q. \$10,000 a year. This is one of the most interesting parts of our whole meeting—the extension of fur production, and I agree with Mr. Allan that the Indian is naturally a fur man. We would be able to give a lot of Indians work if this work were carried out.—A. The other item of \$400,000—the last item on the page—re-stocking with beaver, that is \$80,000 a year—that is also an arbitrary figure, and if I had the last word as to what would be done I would re-stock every preserve.

Q. Where do you get the beaver?—A. I would live trap beaver and put them on the preserve.

Q. Would you have to pay the provincial government from the province in which you get the beaver?—A. No, I do not think so, but you would have to pay for the actual trapping operations. We might have to pay in some instances where the farmers, perhaps on the prairies, complain that there is a beaver colony which is flooding their hay meadow. You send someone in to trap the beaver and they will say that every one of those beaver was on their property and that they are worth something, and you would probably have to pay \$10 or \$15 each to take them off. The costs to live trap a beaver and transport him is estimated at about \$50. If you have twenty preserves and you are going to put fifty a year in each preserve this is going to make 1,000 beaver a year at \$50, or \$50,000, that you are going to have to spend in re-stocking.

Q. This whole vote is \$1,800,000?—A. You are on the wrong program; the beaver program is the last one.

Q. What are the projects before this?—A. That is the muskrat. This \$1,800,000 is the extension of the muskrat program.

Q. As far as I am concerned we are through with the beaver program.—A. I think you understand what I have in mind.

The CHAIRMAN: I think the committee understands what you are suggesting, but you may speak of the beaver if you wish.

Mr. MACNICOL: When the vote comes up in the House of Commons everyone in this committee will support the beaver program.

The WITNESS: I think I can say that the beaver program is finished. You understand what I have in mind.

Mr. MACNICOL: As the fur program was brought up by Mr. Ross, would there be any program out near Morley?

The WITNESS: No, you have to go deeper. The Stony reserve lies on the edge of the foot hills. The Stony Indians take a lot of beaver. We should create a preserve in their territory. That is another case where beaver would be of inestimable value; the Bloods, the Peigan, Sarcees and Stonies all would benefit from a beaver preserve in there if it happened to be suitable beaver country. There are beaver there; I do not know how extensive they are.

Mr. MACNICOL: You envisage looking after something out there?

The WITNESS: Yes. I would like to return a moment to the muskrat business.

*By Mr. Matthews:*

Q. What essentials do you look for in the selecting of a preserve?—A. The first essentials, of course, are running water and deciduous trees—alder and poplar and white birch. You find those almost anywhere across northern Canada, but the nature of the terrain has a lot to do with it too. For instance, you can go into an area such as there is around Flin Flon where there is precambrian formation and you will find there hills with nothing but exposed rock. There is water with no beach around it, as you gentlemen have seen many times, where there is a drop from a sheer rock to crystal clear water with not a particle of animal food around the place. There is water but that is all. Those areas would not be suitable for beaver; but what we are trying to get is an area not too rough with plenty of small tributary streams running through alder poplar.

Mr. ALLAN: Many small streams run through there and we do not try to mark them out according to survey lines, but we rather follow the watersheds between streams. You will notice the shape of our areas there. There are none of them regular. An Indian does not, or a trapper does not trap on one side of the stream, he traps as far back as he can travel. He will go back to the headwaters of the streams running into his artery of travel, the main stream, so you make your division at the headwaters. A beaver cannot dam the Assiniboine river or the Red river, but he can dam a little creek. So you go up to the headwaters, and the farther up you go the better the possibilities, because you do not have to put in such a big dam. They usually move up-stream and very rarely downstream. They keep moving up and up and up until they get into the headwaters of these various waterways.

Mr. MATTHEWS: In respect to the Assiniboine river you said there would be some objection, I presume on the part of the farmers?

Mr. ALLAN: Yes, on account of the flooding of lands. The most notorious place in Manitoba where that administration had trouble on account of beaver was at the South end of Pelican Lake, where the beaver dam flooded out the meadows of the farmers who complained and said, "Take them out of here." I remember one time in the Manitoba department we endeavoured to eliminate a colony of beavers. We tried at first to destroy their dam and thereby make them move away, and every night for a week we broke down their dam but in

the morning we would find it built up again. So, one of the boys got the idea of putting a lighted lantern at each end of the dam. This worked fine for the first night, but on the second night the beavers said that lantern didn't do us any harm last night, so they went out and built the dam up, in spite of the lighted lantern on each side.

The CHAIRMAN: If men could only learn in one day or even in one night how to do things; with one day's experience!

Mr. MATTHEWS: Are there many beavers in those waters?

Mr. ALLAN: They are becoming more plentiful in the southern parts of Manitoba and Saskatchewan every year, for some reason or other, I do not know why. Mr. Forsythe, the fur commissioner for Saskatchewan, says they are becoming a great nuisance in places.

Mr. RICKARD: Suppose a man sat there all night with a lantern?

Mr. ALLAN: A man did stay there with the lanterns, but they paid no attention to him, even though he might have killed them easily. They took that risk.

Mr. MacNICOL: We can pass by beaver now.

The CHAIRMAN: All right. It is ten minutes to one and I thought we had better adjourn before we take up the subject of muskrats, so that we may get the whole muskrat picture in front of us.

Mr. McIVOR: I am not a member of the committee, Mr. Chairman, but may I say a word?

The CHAIRMAN: Do you wish to permit Mr. McIvor to ask a question?

A MEMBER: No.

Mr. McIVOR: The socialization of muskrats started in the depression times and I have just one idea in my mind and that is that there should be one man to look after the socialization of the muskrats and give his whole time to it. No better man than D. J. Allan could be found to do this work. That is one thing that we should keep in mind.—(Discussion off the record.)

The CHAIRMAN: Well, 3 o'clock—will that be a convenient hour for us to reassemble? We will adjourn until 3 o'clock in this same room.

The Committee adjourned at 12.50 p.m. to meet again this afternoon at 3 o'clock.

## AFTERNOON SESSION

The Committee resumed at 3 o'clock p.m.

The CHAIRMAN: Ladies and gentlemen, we will come to order and I shall ask Mr. Allan if he will return—I almost said to the box.

Mr. ALLAN: Mr. Chairman, ladies and gentlemen, I was under the impression that I had pretty well finished and that there was only one question to which I might add a further word of explanation. That question is in connection with the proposed muskrat development project.

I shall place on the record a memorandum: —

### PROPOSED FUR REHABILITATION PROGRAM

A. Immediate construction program to be completed in three years—

1. Extension and completion of Sipanok Rat Development Project, Province of Saskatchewan, 250,000 acres.....	\$ 100,000 00
2. Development of 200,000 acres Indian lands and Alberta lands in the Athabasca Delta, Alberta .....	150,000 00
3. Maintenance and protection of above projects to production..	50,000 00
	<hr/> \$ 300,000 00 .



PROPOSED FUR REHABILITATION PROGRAM—*Concluded*

## B. Post-war muskrat rehabilitation program—Five years—

1. Clerical assistance and expenses of Steering Committee of permanent Civil Servants for two years at \$3,000.00.....	6,000 00	
2. Ten exploration parties, six to nine months each year to search out projects for two years at \$75,000.00.....	150,000 00	
3. Ten engineering parties six months each year for two years at \$50,000.00 .....	100,000 00	
4. Technical staff on preparation of construction plans, draftsmen, etc., with supplies and materials, for two years at \$22,000.00 .....	44,000 00	
		300,000 00

## Construction Program—Five Years

1st year—Ten projects at \$50,000.00 each .....	500,000 00	
H.Q's and technical staff and expenses.....	50,000 00	
2nd year—Same ten projects at \$50,000 each.....	500,000 00	
H.Q's and technical staff and expenses.....	50,000 00	
3rd year—Maintenance of structures and protection.....	75,000 00	
H.Q's and field management.....	25,000 00	
4th year—Maintenance of structures and protection.....	100,000 00	
H.Q's and field management.....	25,000 00	
5th year—Maintenance of structures and protection.....	125,000 00	
H.Q's and field management.....	50,000 00	
		\$1,800,000 00

## C. Post-war beaver preserves and sanctuaries program—Five years—

Establishment and organization of Twenty Beaver Preserves across Canada in co-operation with the Provinces:		
Expense of exploration and selection.....	\$ 100,000 00	
Management of Twenty Preserves for five years, one supervisor to each preserve .....	500,000 00	
Re-stocking program, 50 live Beaver to each Preserve for five years.....	400,000 00	
		\$1,000,000 00

You will notice that it is laid out in a five-year program. That is, five years dating from the beginning of the program, whenever that may be.

Mr. MACNICOL: And what would the total cost be?

Mr. ALLAN: The total cost, the whole thing, I have put in at \$1,800,000. Now, you cannot start these construction programs until you have found out where you are going to do it. On the last day I mentioned that we were developing areas with which we were thoroughly familiar. Presumably, scores and scores of places must exist in the dominion where similar work could be done. Now, to ascertain just where those places are is the first step that we would have to take. We would have to send out exploration parties, headed by someone who recognized the muskrat habitat, when he saw it, searching these out. It would not be difficult, because the guide would be where are the muskrats produced in a state of nature coming from. If you see an area where there are 10,000 rats a year coming from it, year after year, you know that you have a natural habitat which, according to our theory, is capable of being developed. We are convinced that if you could find those places, then, by giving nature a little assistance in the form of controlled water levels and adequate protection, we could make those areas produce ten times what they are producing at the present time, and I am very modest, at that, because our experience has been that we have produced one hundred times with what nature has given to us.

Mr. MACNICOL: We could almost pay the national debt on returns.

Mr. ALLAN: I would send out an exploration or prospecting party, one to each province, to search these places out and tell us where they are, and I would follow up those prospectors with an engineering staff who would check the levels and tell us exactly what the nature of the development would be, and find the suitable formations with which we are familiar. Actually, all I know about development of muskrat areas is that you need to find an area

where you have a saucer-like formation to retain the water on the inside without having to build expensive dykes. You have that sort of condition all through the north country, and those areas exist all over the country, but we do not know where they are. We hear rumours that suitable country is here and there and every other place, but we have not examined them. Such examination has to be done by trained men, with knowledge of that particular line. Before we started the first development, we spent \$3,500 in engineering data, that had to be accumulated and compiled on maps. You have to know where to put in your structures, and so on. After you have found these places actual construction is, in our experience, spread over the first two years, until you get the water evenly distributed over the development. Then you have a waiting period for two or three years until both the rat population and the food develop to a point where it will carry the productive capacity of the area under development. Searches of that kind, spread over five years, would only provide ten projects in Canada. That is, about one in each province, or two in four or five of the chosen provinces where we happen to find a proper terrain on which to work. The details of this plan have been worked out in the past and they will work out in the future. I remember the deputy minister in Manitoba saying to an audience one time, "If you want to know anything about developing of rat projects, come and ask us, because we have made all the mistakes there are to make and we know all the answers." Now, that is just what you do, it is purely trial and error. Now we think we have got to the point where our errors will be few, and that these things will develop pretty much according to pattern.

Mr. MacNICOL: Every province, I presume, has a branch of its government or some department doing exactly the same work?

Mr. ALLAN: Manitoba is, others have the same opportunity of doing this work, but I do not know of any other province in which they are actually doing it.

Mr. MacNICOL: Well, they are getting some assistance in Manitoba.

Mr. ALLAN: Manitoba is very much in the field; they are running their own show entirely.

Mr. MacNICOL: I am going to check each item, myself. The first is the Sipanok Rat Development—

Mr. Ross (*Calgary East*): What is the witness's experience in connection with the place where the rat population has been greatly increased? What about disease and infections?

Mr. ALLAN: We know that there is a danger of an epidemic disease, when they become too crowded, but we have not had any experience of it that we know of. We have suspected it, but examinations failed to find any trace of an epidemic disease.

Mr. Ross (*Calgary East*): But there are cases where the rat population becomes destroyed; the population dies off.

Mr. ALLAN: We have not had direct evidence that such a situation is caused by epidemic disease. It is caused, more frequently, by uncontrollable loss of water and the resulting freezing out, or the deep freezing of the marshes locking away the food supply, so that the rats die of malnutrition.

There are two diseases to which muskrats are subject. One is tularemia; the other sounds something like cocciditis. These things have made some ravages in Louisiana, but we have had no outbreak of them in this country although we are afraid of them because, as soon as you create a condition of over-population, you are more prone to have such diseases. But the encouraging thing about it all is that during the years of the greatest drought, we had our success. When there was not a rat taken in the wild land, you might say,

or at least when the production in the wild land was reduced to about the lowest in history, we took off the biggest crops. Even this year an Indian from Chemahawin, or, as it is better known, Cedar lake, told me he had travelled in February through the marshes from end to end, by dog team, over 75 miles, and he said there is not a rat anywhere except on the development. In a territory surrounded by marsh-land of similar character we took a crop of 205,000 rats, and I venture to say that there were not 2,000 rats taken in an area twice the size of that off the development. We can produce the rats irrespective of weather conditions if we can get a water supply. In that instance the water comes from the Saskatchewan river. The water rises in the river to a point where we can take it and flood the marshes and it is a never-failing source of supply or has been so during a period of eight years. Sometimes we get far too much water, but we have always been able to get enough to replenish the basin that we are developing to maintain muskrat life.

Mr. MACNICOL: When the marsh is full of water, you put up an earth dam across the inlet?

Mr. ALLAN: Yes. We use a stop-log control dam to keep the water on. Otherwise it would only run out again when the river fell below the level of the marshes.

Mr. MACNICOL: Now, the first item you ask for is \$100,000. Will that finish the Sipanok area?

Mr. ALLAN: I do not think it would, but as we visualize it to-day it would. Just as soon as we get that development up to a certain point we are going to find that there are areas around it that are also capable of being developed on our 520,000 acre lease.

Mr. MACNICOL: 520,000 acres?

Mr. ALLEN: Yes, 520,000 acres under lease from the Saskatchewan government.

Mr. MACNICOL: Now, coming to the next item, No. 2, where you ask for \$150,000 for the Athabasca Delta, Alberta?

Mr. ALLAN: Yes, south of Lake Athabasca.

Mr. MACNICOL: Yes, I have been all through there. I was going to advocate that the river channel goes right straight through into Athabasca lake, instead of flowing in many miles to the east. Would that interfere with your proposed development?

Mr. ALLAN: I doubt it.

Mr. MACNICOL: You know where I mean?

Mr. ALLAN: You want to go right up to the end of Lake Athabasca?

Mr. MACNICOL: It might not be feasible.

Mr. ALLAN: It may be. I do not think it would affect us, anyway, because we want only flood water, and we would get the water anyway at peak, no matter where your steamboat channel was.

Mr. MACNICOL: The Athabasca territory is full of rats. You should get hundreds of thousands there.

Mr. ALLAN: It is reputed to be one of the very finest potential areas that we have in Canada.

Mr. MACNICOL: And you ask for \$150,000 there?

Mr. ALLAN: Yes, that would finance a modest program. We have never had an area which cost us more than \$1 an acre to develop, and I think that appropriation would develop 150,000 acres in the territory. We have only about 50,000 acres on the Indian reserve, and the balance of the territory would be taken over in co-operation with the province of Alberta. Our reserve, that we are ready to direct, is between Fletcher channel and Goose channel.



Now, to the west end of Fletcher channel there is another area of exactly the same character that Alberta would be likely to throw into the program in order to make about 150,000 acres of development.

Mr. MACNICOL: What about the area to the west end of the lake?

Mr. ALLAN: There is an excellent area in there too, but its development would be difficult due to the fact that it is really a marsh that is continuous with the lake and every time you get a northeast wind the lake moves down. You would have great difficulty with your engineering structures, because your retaining dykes would become eroded overnight by the wash of the waves.

Mr. MACNICOL: Down the Slave river, after leaving the Peace river Junction, with the slave, there is a vast area there. Is that suitable for your uses?

Mr. ALLAN: It would be if you could find a method of developing it; and the same thing applies to the mouth of the Mackenzie at Aklavik. As yet we only know one method of control, but there are other methods that can be worked out by engineers. The work that has been done here was done largely without expert engineering advice. It has been done just by farmers, methods or according to beavers' methods, but there are other methods of development that we, as far as I personally am concerned, just do not know how they are going to be handled.

Mr. MACNICOL: You said, the first day, how many millions of rats were produced at the mouth of the Mississippi river.

Mr. ALLAN: From 2,000,000 to 7,000,000 a year.

Mr. MACNICOL: How many rats are we producing?

Mr. ALLAN: The highest production we ever had in Canada would be less than the smallest one of those figures, less than 2,000,000.

Mr. MACNICOL: Did we ever go over a million?

Mr. ALLAN: Yes, I think we have exceeded a million, but I do not think we have ever reached 2,000,000.

Mr. MACNICOL: But if we produced 4,000,000 or 5,000,000 rats and sold them at \$1 apiece, it would go a long way towards reducing the yearly interest on the national debt?

Mr. ALLAN: A well known American authority has said that there was enough fur, potentially, in northern Canada to pay off the national debt.

Mr. MACNICOL: It all looks very interesting, and that is rehabilitation work.

Mr. ALLAN: Very much so.

Mr. MACNICOL: If these Indians can be brought along so that they get a larger and larger place in this whole picture as guides, foremen, overseers on fur farms, and fur men, so much the better.

Mr. ALLAN: The last day I was here I used the word paternalistic. There is nothing that I have ever heard of in governmental development that was as generous to the participants as this, because there is in it no profit to anyone, unless you call the 20 per cent cut taken by Manitoba as a profit, which it is not; it is only a levy in order to cover the cost of administration and expansion of the projects.

The CHAIRMAN: Are there any further questions you would like to ask Mr. Allan with respect to this fur rehabilitation program, or proposed program?

Mr. AUTHIER: Would it be possible to make use of the reservoirs that have been created on the rivers in the province of Quebec, like the St. Maurice, or the reservoir on the upper Ottawa river?

Mr. ALLAN: There is one thing about rat development that people sometimes lose sight of and that is that too much water is just as bad as too little water. You cannot develop muskrats in 14 or 15 feet of water. It has to be

evenly spread over 2,  $2\frac{1}{2}$  to  $3\frac{1}{2}$  feet. When you get these huge bodies of water, such as behind the Quebec power dams, at the extreme limit of their effect, you may create rat habitats, but the great bulk of it is all useless, just as if the water were dried up, because the water is too deep.

The CHAIRMAN: Are there any further questions?

Mr. TUSTIN: Would that argument, or statement, also apply to the dams up on the Gatineau?

Mr. ALLAN: Yes, I think so.

Mr. TUSTIN: And you have no territory developed there?

Mr. ALLAN: No.

Mr. MACNICOL: Since Mrs. Neilsen represents the area in which the Beaver river flows, I might say that it got its name from being a beaver habitat.

Mr. ALLAN: Just a series of beaver dams that created this little chain of lakes.

Mr. MACNICOL: Is that area envisioned in your program for extending the beaver?

Mr. ALLAN: It would be one of the first areas to engage our attention.

The CHAIRMAN: I see that Mrs. Neilsen has already arranged that.

Mr. ALLAN: It is just a series of little bayous, where you have little land-locked pools or puddles all along, with the river running in the middle of it. It is very interesting. We considered the area at one time, but we abandoned it later on account of the difficulty of damming the Beaver river. As we said the other day, we have three small places like that up in Mrs. Neilsen's constituency and the adjoining constituency.

Mr. MACNICOL: West of that near Lake Labiche where the Beaver river starts, I walked over to the source of the Beaver by following a tiny little river. That country is beaver country, too.

The WITNESS: All the way up in the Peace River country there.

Mr. MACNICOL: And it goes right over to the lake Labiche, doesn't it?

The WITNESS: I don't really know.

Mr. ROSS (*Calgary*): And that would be all marsh land, close to the water, where the water would be two or three feet deep, so deep that it will not freeze on the bottom to kill the rats and yet deep enough that there is water remaining there all the time?

The WITNESS: Water deep enough so that the rats can live there the year round and sufficient so that there will be water there for them even after the winter frosts set in. It must be marsh land and the marsh land must be close to a source of water where you have natural water supply. The normal run-off from a small watershed would not give you an adequate supply of water. You can get a lot of water in the springtime, but that is what is called phantom water; you have a considerable quantity at the time of the spring run-off, by the end of August it drops from 16 to 36 inches and that does not leave sufficient water for the rats to thrive on. We must insure an adequate supply of water for their purposes or they die.

The CHAIRMAN: Are there any further questions on this?

Mrs. NIELSEN: You are right there, we used to see them migrating past our place, the rats migrate particularly during a dry season in search of water.

The WITNESS: That is right.

The CHAIRMAN: Now, are there any questions? Mr. Allan has finished what he had to say.

Mr. MACNICOL: There are some questions I believe from Mr. Ross.

The CHAIRMAN: I think that Mr. MacInnes, the Secretary of the Department, might answer questions. Would you come up here now, Mr. MacInnes?

Mr. T. R. L. MACINNES, Secretary, Indian Affairs Branch, called.

The CHAIRMAN: Ladies and gentlemen, Mr. MacInnes is Secretary of the Indian Affairs Branch of the Department of Mines and Resources.

The WITNESS: Mr. Chairman, will I await questions or shall I lead off?

The CHAIRMAN: Mr. MacInnes has certain questions which he has been asked to supply the answers to. I think perhaps you better proceed with them.

Mr. Chairman, with your permission, I will begin by reading the questions because they are separated into parts and each one is to be answered separately.

VII. Are tribes allowed to organize themselves for their mutual benefit, and when so organized, may they enjoy a measure of self-government or responsibility for reservation organization and administration under federal guidance or guardianship? e.g. Can they produce and market co-operatively direct to consumers? and can they hold special courts to try defendants for the lesser offences according to Indian conceptions of justice, or must they conform strictly to white man's conception of justice?

The answer is yes, if I understand the wording of the question correctly. Under the Indian Act there is provided a system of local autonomy which in varying degree according to the advancement of the Indian community concerned corresponds to local rural municipal organizations and other legislative bodies with local jurisdiction of that kind; with this qualification that the actions of those elected in the Indian bodies are subject to supervision and control by the Governor-in-Council except in the case of more advanced groups under what is known as the Indian Advancement Act, which have more extended powers and which are under the control of the minister only and not under the control of the Governor-in-Council.

I have here particulars if desired in connection with the application and method of procedure under the election system of the Indian Act. I might explain that this advanced measure is only applied from time to time as it is found that conditions of development and progress warrant that action and that has to be done by order in council. Such orders in council have been applied to the eastern provinces in Canada from Ontario inclusive to the east. In the western provinces with a few exceptions the Indians are still under their own tribal form of organization under a measure of departmental supervision. They choose their own chiefs and counsellors, sometimes by hereditary methods and others by holding meetings at which they make selections, these meetings being supervised by the Indian agent. As you may know, we have a staff of Indian agents dividing up the country, the whole country being divided into agencies or local zones for Indian purposes and their local measure of autonomy is under the supervision of the Indian agent and the agents are under the supervision of headquarters at Ottawa.

Mr. Ross (*Calgary East*): Could they hold courts and try people?

The WITNESS: I was coming to that, that is the second part of your question. No. There is only one law for Indians and white people in Canada; but it is true that in the United States in some parts of the country the Indian laws are followed on reservations (as they call them over there—we call them reserves here). But there is a good deal of dissatisfaction with that and I would like to express the opinion if I may that there would be a great deal of discontent and dissatisfaction among the Indians themselves if they had to be placed under special tribal laws which would be open to abuse and in some cases even to personal persecution. I think the Indians feel that they should have the right to claim, and that they should get the same measure of enlightened justice



through the courts that are open for all the other inhabitants of Canada. If you were to revert to tribal legal practices, I think that would be a very grave step and injurious to the Indians; but as a matter of fact it would only be theory in any event that you were going on because as far as I am aware there is no clearly defined jurisprudence among the Indians, or legal procedure. The only ones I know who have anything approaching that are the great Indian groups and races of central and south America where you have big Indian populations down there and where they had well defined courts and laws the same as are found in the Navajo country where there are some 50,000 Indians occupying a large area in the southern United States, and where they have a fairly highly organized form of law and procedure of their own and the American government allows them to follow it in a certain measure under supervision. But there is nothing like that to work on in Canada.

MR. MACNICOL: What about the Iroquois?

THE WITNESS: Not in Canada.

MR. MACNICOL: No, but in New York state.

THE WITNESS: In New York state on the Tonawanda reserve, which is a large reserve near Buffalo; I cannot speak with authority of American procedure, but I believe there is some exercise of tribal justice there and that there is a great deal of confusion about it. An American official—I think it was Mr. John Collier, the Indian Commissioner for the United States—told me that it led to a lot of difficulty there because they are under two laws at the same time; that the Indian's friend and protection is the state law when it suits them to claim it, and to operate under their own tribal laws when it suits them. That is why it did not work so very well.

MR. ROSS: In 1934, President Roosevelt, speaking about Indian affairs, used these words:—

Certainly the continuance of autocratic rule by a federal department over the lives of more than 200,000 citizens of this nation is incompatible with American ideals of liberty. It also is destructive of the character and self-respect of a great race.

Then, later on, in 1940 the Commissioner of Indian Affairs in making his report speaks of the Indian way of disciplining their own members, he speaks of working out satisfactorily.

THE WITNESS: Well, I am not at liberty, Mr. Chairman, or I am not qualified really to express a definite opinion about the experience in the United States; but I do think I am voicing the opinion of everybody experienced in Indian administration in Canada that it would not be very satisfactory here. For one thing the Indian communities in Canada are very small. There is not the volume of population and organization that could properly set up a self-sustaining separate court or judiciary, and they haven't any real system to go on except possibly among the Iroquois at Brantford and even there it would be very sketchy indeed. Ninety-five per cent of the population would certainly want to go into Brantford to a regular court if they had any litigation to decide rather than to do it by any tribal organization. It is difficult for me to conceive how in the United States in the eastern and more settled parts of the country there can be any advantage to the Indian. As I mentioned before there are large sections in southwestern United States which have very considerable Indian populations, and of course there it would be a different set-up.

THE CHAIRMAN: Now, Mr. MacInnes has a set of questions which were supplied to him and he has prepared answers to them. Should he go ahead and give answers to those questions; or, do members of the committee want to ask some other questions as he goes along, what is your wish?

Mr. MacNICOL: What is Mr. MacInnes' special department or branch?

The CHAIRMAN: He is Secretary of the Indian Affairs Branch. Would you go on, please.

The WITNESS: Question No. 8:

How many Indians take part in the administration of the Indian Affairs service

(a) on the reservations

(b) at provincial or federal headquarters?

There are approximately 500, of whom 2 (persons) are at Federal headquarters. We have no information on provincial headquarters because we do not have anything to do with the provincial services. There may be some Indians employed in them; if that means in the service of the provinces. Of that 500 I might explain that the great majority, 350 of them, are engaged in the fur projects, the service which Mr. Allan detailed to you in his evidence. I might explain that we did have some Indians in our departmental services a few years ago, more than we have now. Owing to present employment conditions more attractive offers and opportunities are supplied and, they have been leaving us, like so many of the white people in the civil service have been doing also. So that possibly after the war when employment conditions change and labour is not affording such a high premium as it is today, more Indians may come back to our service. Personally, if I may express an opinion on that point, Mr. Chairman, it would be this: that Indians as a rule like to get away from the Indian departmental service and branch out into other fields of endeavour where they are more independent, to where they are separated from being associated with the supervision of their own people; and on the whole I think that is better for them. I think they do better in other departments of the public service and in other walks of life when they detach themselves from the Indian administration and set out without any association of that kind to complicate their position.

Mr. Ross: How many are employed up here at Ottawa?

The WITNESS: I mentioned that there are two. There are just the two. Formerly there were four of them, I think. We have not had very many applications for positions from Indians in the office at Ottawa. An Indian has the same right as any other member of a community in Canada to participate in any civil service competitions and if he is qualified he can be appointed to a position in the Department or any other.

Mr. Ross: But they are not educated sufficiently to qualify them for positions in the civil service, are they?

The WITNESS: The ordinary education on the reserve is such as to carry them only through the primary school, but where they show aptitude assistance is given to Indian pupils for secondary and higher educations.

Mr. Ross: Take the reserve at Morley, they are not carried through the primary schools there in the Indian school at Morley. Let me say first there are 153 Indian children of school age on the Stoney Reserve at Morley and only 100 of them are attending school; what about the other 53 who are not at school at all apparently.

The WITNESS: Well now, that comes under a special service in our establishment, the training services. I think I would have to refer that question to Mr. Hoey.

The CHAIRMAN: Better leave that for Mr. Hoey.

Mr. Ross: I would rather have that dealt with now, because we are dealing with Indians and their opportunities. You take in Washington there are 83 Indians employed in the government service there. They seem to have more

opportunities for advancement there under the Act which was passed in 1934 and they are making great advancement and they are going into the service there because they are qualified for that work. You say there are only two people at Ottawa. I submit that the reason for that is that there is no proper training to fit them for Ottawa, that is why. I think we should consider our schools before we attempt to answer these other questions.

Mrs. NIELSEN: I am very much in accord with what Mr. Ross is saying, Mr. Chairman. The statement the witness has made this afternoon indicates definitely why more Indians are not employed here at Ottawa, they want to take employment elsewhere. They can do that if they have adequate education. They should be assisted in fitting themselves to take their proper place in society, to get jobs. Therefore I feel that education is really the foundation on which we should work to see that if possible every member of the young generation of Indians becomes really a part of our nation. We do as much for people who come from European countries; for instance, take the Hungarians, or any other country of Europe; they come here, they are educated and they are no longer Hungarians or Austrians or people from European countries; they have become Canadians. Just the same way I think it is equally important that Indians should be educated to become Canadians themselves.

Mr. MACNICOL: We owe it to the Indians. We took their land away from them.

The CHAIRMAN: It is immaterial to me whether the committee deal with the questions which were placed before these gentlemen the other day or whether we ask Mr. Hoey to deal with the question which has been brought forward by Mr. Ross. You all know what we did. We sent over to the Indian Affairs Branch various questions that came in from the members and asked that the people best qualified prepare themselves to answer those questions.

Would you just answer that question, Mr. Hoey; nobody is giving evidence at the moment, because all of you are as open to questions as any of you. Would you, Mr. Hoey, or any other members of the delegation, just feel free to rise and answer any question as it is asked that seems pertinent to his immediate concern.

The WITNESS: You said a moment ago that there were 83 people employed at Washington; of that number how many were employed in the Indian Affairs Department, do you know?

Mr. MACNICOL: And there are quite a number employed at Albany in the State Department too.

The CHAIRMAN: Mr. Hoey, will you answer that question, please?

Mr. HOEY: Mr. MacInnes indicated that there were two at Ottawa. That answer might be very misleading. He had in mind the Indian Affairs Branch. We have a very high official in the Department of Mines and Resources. I am not sure that I can give you his official title, but I think he is economic adviser to the Bureau of Mines. He is an honour graduate of Queen's University and a member of the Six Nations' tribe. He is an outstanding civil servant at Ottawa.

Mr. RICKARD: And he is at Ottawa now?

Mr. HOEY: Yes. We have in the Department of Naval Affairs four members of one family from Golden Lake. So don't feel too much alarmed by the fact that we have only two in the Department of Indian Affairs.

Mr. ROSS: It is the Indian Affairs Branch that I am speaking about.

Mr. HOEY: I think there is a little incident which would illustrate what I have in mind, if I might be permitted to relate it to you off the record.

(Discussion continued off the record.)



On the Six Nations' Reserve we have fourteen schools with fourteen teachers all fully qualified and all of them Indians. In the Six Nations' office the chief clerk is an Indian. The farming instructor, a graduate of Guelph, is an Indian. The man in charge of soldiers' settlement who is also in charge of the farming instruction work is an Indian. Dr. Jamieson who was until quite recently the doctor at Caradoc, is an Indian. And the doctor whom we had until quite recently on the Caughnawaga Reserve was an Indian.

I want to make this whole question as fair to the Department and as fair to the Indian as possible. We do not want to denounce ourselves unnecessarily. Now, I was looking at the figures and we have 1,885 young men and young women—

The CHAIRMAN: Might I interrupt there for one moment? I should like to tell the committee that in my own constituency a year or so ago we had a full brigade. The commander-in-chief of the brigade was a full-blooded Indian, and every soldier in the brigade, so far as I know, was a white man. He was in complete charge of that brigade which, as you know, was quite a large army force, and everybody liked him. He made an excellent success of his end as long as he was there. I just wanted to get that on the record.

Mr. Ross (*Middlesex*): Is that active?

The CHAIRMAN: Yes.

Mrs. NIELSEN: May I ask if you are satisfied with the educational facilities as they exist?

Mr. HOEY: Will you permit me to answer Mr. Ross's question that I got up to answer?

Mr. Ross (*Calgary East*): You have not got near it yet.

Mr. HOEY: You have got to be exceedingly careful in these matters. When we take the census, the enumerator goes into the Morley reserve and he makes out the band list and he discovers that if all the people attached to that band were living there, and if they had all their children living with them, there would be on that reserve 153 Indians. Some of them may be in the United States, some of them working in Calgary; several of them may be in Winnipeg. But that is the list and that is the only place to which we can attach them in our census report, and that shows 153 children of school age, with accommodation for 100.

Mr. Ross (*Calgary East*): My question is, what about the other 53?

Mr. HOEY: Before I answer that question, I would have to be assured that there are 153 children of school age on that reserve. I looked up the records very carefully. The Morley school is one of our oldest residential schools. It is operated by the United Church of Canada and the United Church of Canada in Indian mission work are very aggressive, and if I may say so, somewhat enthusiastic. We have not had a single request from that Home Mission Board of the United Church for additional accommodation for Morley since I entered the department. We have had requests from the Home Mission Board of the United Church for additional accommodation at Alberni, at File Hills, and at a dozen and one places. But the fact that they have not asked for additional accommodation there, the fact that the public school inspector, in his report, has not drawn our attention to it leads me to believe that the children are not there. I will give you an illustration of that. I went into a reserve in western Ontario less than a year ago. I said to the agent, "A great many of your people are off the reserve." He said, "Fifty per cent." I said, "What?" He said, "Fifty per cent." I said, "Where are they?" He said, "Fort Huron, Sarnia in the rubber works, St. Thomas and London." I said, "Do you mean to tell me there are 50 per cent?" He said, "Yes." I do not know how many there are at

Morley, but I am inclined to think that the accommodation at Morley of 100 is reasonably adequate, Mr. Ross, or I would have heard about it.

Mr. MACNICOL: It runs in my head that when I was there last summer there were 104, but that is subject to correction.

Mr. HOEY: That is the only answer I can make.

Mr. Ross (*Calgary East*): There are supposed to be 153 pupils there, and under the Indian Act there is compulsory school attendance.

Mr. HOEY: Yes.

Mr. Ross (*Calgary East*): And yet these other 53 are not attending school, apparently.

The CHAIRMAN: What do you base your figures on? Have you got that?

Mr. HOEY: That is the census.

Mr. MACINNES: That figure is correct.

Mr. HOEY: I explained that, Mr. Ross. When our census enumerator goes in, an R.C.M.P. man or whoever he may be, he has got to attach all Indians that nominally belong to the Morley band to that agency. There may be 50 of them living in Edmonton.

Mr. Ross (*Calgary East*): But have you made inquiries with regard to this other 53, as to why they are not in school? Or has that matter been followed up by the department?

Mr. HOEY: It will be followed up now. This is the first time it was brought to our attention. As I said before, we have had no requests. We know how anxious the churches are to accommodate pupils. They are down here every month.

Mr. Ross (*Calgary East*): But up to the present it has not been followed up?

The CHAIRMAN: It has not been brought to their attention.

Mr. Ross (*Calgary East*): No. But I would think that the department would look into these things, and that if they saw there were 100 children in school and 153 on the reserve, the department would follow that matter up.

Mrs. NIELSEN: Suppose some of those parents from the reserve go into St. Thomas or into London; they take their children, presumably. Are those children able to go into the ordinary public schools?

Mr. HOEY: Yes.

Mrs. NIELSEN: You should be able to arrive at the exact figures by the enrolment of pupils.

Mr. HOEY: No. Only when they ask us for tuition fees. You will find the average city, town or village very kindly disposed towards Indian families living in their midst. When they go into Sarnia, the Sarnia School Board may meet and say, "We have 26 Indians from the Caradoc reserve attending our schools and causing congestion in our class rooms. It is not fair to our own taxpayers." They may ask us for a tuition fee. But in a city like Brantford or London or some of the larger places, they are glad to have them. Their parents are working there. We have no track of them. These are very unusual times in which we are living. If we kept or attempted to keep a close check on all the Indians who are living off reserves, we could not do it. Our senior school at Caughnawaga was burned three years ago. I think it had twelve rooms. It was a huge building. We experienced the utmost difficulty in getting accommodation for the pupils immediately following the destruction of the school by fire. Do you know that there are so many of these Indians absent from the reserves now, probably in the United States, that we have accommodation for all the children offering. The times in which we are living are so unusual that you have to be careful in handling these figures.

Mr. ROSS (*Calgary East*): How much is paid to the churches for the education of these children? I suppose the department pays the churches for the education of these children?

Mr. HOEY: Yes.

Mr. ROSS (*Calgary East*): How much?

Mr. HOEY: \$165 to \$250 per pupil per annum.

Mr. MACNICOL: Per pupil?

Mr. HOEY: Yes. A per capita grant we call it.

Mr. ROSS (*Calgary East*): How is it fixed? You say it ranges between certain limits. How is that fixed?

Mr. HOEY: It was fixed a number of years ago by an investigation and a contract was made in the case of each school, the secretary of the Home Mission Board signing for and on behalf of the school authority of the United Church and the deputy superintendent general signing for the department.

Mr. ROSS (*Calgary East*): How many years would that be?

Mr. HOEY: I think that was in 1911. I have a copy here.

Mr. ROSS (*Calgary East*): And those are the same figures as were fixed at the time of this agreement?

Mr. HOEY: That was basic. The basic rate was set then and has been modified by investigation, by consultation and by negotiation. Reverend—

Mr. MACNICOL: The United Church?

Mr. HOEY: 1911. You will see it there (showing).

Mr. MACNICOL: I would not know.

Mr. ROSS (*Calgary East*): In 1941 what was it fixed at? That is what I want to get at.

Mr. HOEY: Of each school? Norway House school at that time would be fixed probably at \$100 per capita; because the cost of living increased during the last war, and they were paid a cost of living bonus then. That later was added to the per capita grant. Just now I should hasten to add that in addition—

Mr. ROSS (*Calgary East*): The cost of living has doubled probably since 1911.

Mr. HOEY: In the last two years we have been paying them an additional \$10 grant; and this year the Minister increased it to \$15, cost of living bonus, in addition to their grant.

Mrs. NIELSEN: When was that done?

Mr. HOEY: It is in this year's estimates.

Mrs. NIELSEN: It is just in this year's estimates?

Mr. HOEY: Yes.

Mrs. NIELSEN: Because I have here a brief, which was submitted by a committee of the churches co-operating with the government in Indian education, of January last year. They mention this question, and they do not seem very well satisfied with it. May I just quote from this brief, Mr. Chairman?

The CHAIRMAN: Certainly.

Mrs. NIELSEN: It says here:—

In the days of the depression, cuts were made in the per capita and were progressively restored, the last restoration of 5% being effective January 1, 1939. This restoration did not last very long, and by unilateral action an arbitrary cut in the authorized pupilage was made in May, 1940, retroactive from January 1, 1940, so that no school can be paid for 100% of its attendance but must be content with a payment



of 92·24% of what it might earn if the full pupilage were present. The churches might understand a reduction of per capita as being more or less logical, but an arbitrary figure of 92·24% of attendance does not seem to be very logical. The government says, in effect we shall build a school to house 100 pupils. It is quite full, as shown by the enrolment, but we shall pay for only 92·24% of this authorized pupilage; the reason being that there must be some reduction in wartime. Without discussing the need of economy, the churches would point out that the sufferers are either the Indian children, who must be denied an education,—or the churches who, moved by pity and sympathy, must devote some of their resources to seeing to it that the Indian children have an opportunity for an education. If the education were of the kind generally known as higher education, some argument might be applied, but the government should remember that this is absolutely elementary education, and that the very thing for which the United Nations are fighting is being denied to Indian children. To the churches, it is unthinkable that Indian children should be denied education; and the churches, which have shown a consistent backing of the war effort and which have provided hundreds of chaplains, should not be called upon to assume this added burden. The churches request that they be paid 100% of their just bill for services rendered on the basis of a contract entered into.

This should be explained. It seems to me that in education, even in war time, no cut should be made. I do not think that is the place where a cut should be allowed, speaking for myself.

Mr. MacNICOL: I think they should explain it. I received the same complaint.

Mr. HOEY: In the midst of the depression, certain demands were made by the public and governments in those days were compelled to do certain things even in educational effort. Now the government in the early thirties discovered that there would be, say, \$2,500,000 or \$3,000,000 voted for payment of per capita grants and that the attendance for the year worked out at an average of 92·24. Year after year that money would be voted and year after year the attendance would be in the lower nineties, and year after year there would be a surplus. The dominion finance ministers and provincial treasurers in those days had to scrutinize their budgets very carefully, because they had to dispose of their bonds; and the finance minister of that day took this position. It was not an educational matter at all. He said, "What is the sense in voting money that is never used? Why not vote it at 92·24? Your attendance at the residential schools has not exceeded that during the last five-year period or the last decade." That was done. When I came into the department, I discovered that we were paying per capita grants on the 92·24 basis and it was an exceedingly difficult thing to work out mathematically. It was just a nuisance, if I may say so. But times were pretty bad in 1936, and the government did not feel then like voting money that was not needed or was not used. So we still continued to vote it and that is what the churches are referring to. It did not matter, Mr. Ross, in the case of the average school. Your average attendance had to exceed 92·24 before you suffered. But it was wrong in principle because it did not encourage the ambitious, the enthusiastic residential school principal to get his attendance up to 100 per cent.

Mr. MacNICOL: That is the point.

Mr. HOEY: And in that it was wrong. But I do not want the members of the committee to think that the government of that day or any other day made that cut deliberately, against educational effort or against the schools. That is how it worked out. That is common sense. For two years we have been paying

them an additional \$10 per pupil. This year we will pay them \$15, and that 92.24 is restored to 100 per cent in this year's estimates.

Mr. MACNICOL: That is the residential school that you are talking about?

Mr. HOEY: Yes.

Mrs. NIELSEN: There is one other point about the education of these Indian children that I should like to mention. I can remember talking last summer, when I went back from Winnipeg, to an archdeacon of the English church who was looking after Indian affairs and schools and I was somewhat appalled at his attitude. He is a very fine person, and I do not want to say anything against him, but it was an attitude that I have heard expressed by others. He complained of the numbers of girls whom they educate in their schools, and then he said, "Of course, we train them and we feel that they are best fitted for domestic service." He said, "We send these girls into good homes." And he said, "After a while they learn how to keep house nicely, but then eventually they marry and go back into the reserve, and you should just see their homes after a little while." It seems to me that there is something wrong with our whole attitude towards these young girls. Why should Indian girls be more fitted for domestic service than any other type of girl? Why should we not endeavour to fit these young girls to take their part in the usual life of the country and to go into the various forms of service?

Mr. MACNICOL: I say that too.

Mrs. NIELSEN: I am very much opposed to the idea of just educating the Indian people to take on the rough kind of work. Why not give them every opportunity and facility, if they are capable of absorbing it? There will always be a certain percentage who will not be capable of absorbing it, the same as there is a certain percentage of our own people not capable of absorbing such education. But I do not like the attitude that so many people seem to have towards the Indian people, that they will educate them to a certain limit, and then if they go back to the reserve after that, it is through some fault of the Indians themselves. I do not believe that it is. The reason why many of these girls who have been brought up in fairly decent homes and taught domestic service revert back to perhaps slatternly sort of women when they go back to the reservation is that they have not the economic means of keeping a home. It is not any fault of the Indians themselves.

Mr. RICKARD: What can you do about it?

Mrs. NIELSEN: Break down a lot of prejudice, and see that the Indian people have the same right of employment as anybody else; see that the girls do not have to go back to the reserves but that gradually the younger generation of the Indian people are absorbed into the life of Canada, that they live in cities like the rest of us. They do not have to go back to the reserves. A lot of people seem to think they will always have to live there, that you cannot do anything with them. But I think that, speaking of that younger generation of Indian people, we should bring them up to take their part in the general life of this country and forget about the reserves.

Mr. RICKARD: Yes. But they want to get married and go back to the reserves.

Mrs. NIELSEN: I think that is because they feel a lot of people would wish to have them there, that there is antagonism against them, and that they do not get the same opportunity for jobs as other people do.

Mr. RICKARD: That bears out what I said at the last meeting or previously, that after these girls or Indians are taken to a certain point, they automatically go back to their regular routine and drift back there again.

Mr. ROSS (*Calgary East*): That is because they are treated as inferiors.

Mr. MACNICOL: That is not the whole story, Mr. Chairman. I have visited many of these reserves. I am thinking of the one that was referred to at Muncey. That is one of the brightest. It is a fine big school. I visited the Muncey school; whether it was graduation day or not, but anyway the day I was there, there were a number of girls leaving the school. One of the teachers said to me, "Look at that young woman there. She is going back to her home on the reservation this afternoon." I said, "Why?" She said, "She is finished here." I said, "Where does she live?" Well, she told me where she lived but I couldn't find the home. Then I went to the chief, and the chief told me where she lived. I went to her home. When I got to the cottage, the girl was there by that time. She had got home before I arrived, for I had gone to the council hall and talked to the chief and some others. To my terrific amazement, there was the girl that I had seen perhaps two hours earlier in the residential school, and she now had come home to a house that I do not believe was over fifteen by eighteen at the outside and only one storey. The father and the mother were there, and I have forgotten the exact number of children; perhaps there were four or five other children. There were two bunks in this small place. I suppose the parents slept in one bunk and all the children slept in the other one. That girl would have to go from a nice bedroom in the college to perhaps sleeping on the floor when she got home.

Mr. MACNICOL: I ask myself what can we do from the point where they finish school? It is the same at the school Mr. Ross has been talking about. I talked to the Reverend Mr. Staley. It is capital S-t-a-l-e-y, is it not?

Mr. Ross (*Calgary East*): I am not sure how he spells his name.

Mr. MACNICOL: He said, "What are we going to do when they leave here and go back to the reservation?" Is there nothing we can do to send those who are eligible say to a business school to learn shorthand or filing so as to give them, as Mrs. Nielsen has said, an opportunity to live as the rest of us live. It seems to me like a waste of money for them to go back to the reservation.

Mr. RICKARD: Suppose she had an opportunity to go on to higher education. Would she have been inclined to do it?

Mr. MACNICOL: She might not. There might be one out of ten who would be inclined to do so.

Mr. RICKARD: She would be more inclined to go back to where she started. From what I can gather that is the attitude of the Indian. I may be all wrong.

Mr. MACNICOL: Take the next reservation west of that, Moraviantown. I take an interest in Moraviantown and I am going to take much more interest in it. The Moraviantown band of the Delaware Indians have an excellent and successful teacher, one of the best I have come across in all my travels, Mr. Fred J. Dodson, who is tremendously interested in Indian education. There were two girls left that school and became nurses. They are both in Detroit nursing. I ask, "Why are they not here in Canada nursing? Can we not get them into some of the Indian hospitals or would they go into Indian hospitals?" That I do not know, but does the department follow up a case like that where an Indian girl trains to be a nurse?

Mr. HOEY: Dr. Moore will answer that, but we have had twenty-two Indian nurses graduate within the last three years. I think there is only one in the service now, and Dr. Moore is not sure that she is in. They simply leave and get married. You cannot keep them in the service. We had a very brilliant student from the Six Nations who graduated in veterinarian science. He had specialized in the diseases of sheep, and immediately following his graduation he got an offer from the New Zealand government. We refer to the Indians as wards of the government. I think the term is to a great extent misleading. They are not wards of the government. They have all the



freedom you and I have. They can become full-fledged Canadian citizens overnight if they want to.

Mr. RICKARD: You cannot make the government or a department responsible for what they do after they leave school.

Mr. HOEY: Not very well; we have 85 young men and women at high school courses this year, and we have not turned down a single request for a tuition grant to assist a pupil going on to high school or college for the last five years.

Mr. MACNICOL: I wrote for one recently myself, and you did grant it.

Mr. HOEY: I think you will readily appreciate why that grant was questioned by the agent. We have taken the stand that an Indian girl in order to be a success as a stenographer should have at least junior matriculation before she goes into a business college. This girl had only taken grade nine and had not finished it. We doubted the wisdom of making a grant but after you spoke on her behalf we paid the tuition, but we have not refused a single case in recent years. Perhaps our Indian agents should go out into the highways and byways and compel them to go on to high school and vocational courses. I do not know.

Mrs. NIELSEN: You spoke about the Indians having freedom and not being wards of the government. In my opinion they have the same kind of freedom that there is when men are free to sleep under bridges if they wish to do so, or on park benches. I notice in this church brief here they speak about the very poor attendance in the day schools. This is only the Protestant churches, and I do not know about the Catholic at all, but it says that the enrolment in the day schools is roughly 8,427 and the average attendance is 5,949 or roughly 70 per cent. Then, later on I think they have the very best sentence in their whole brief and one which I think is the kernel of the whole problem. They say among Indian people, "There is no pressure of public opinion which looks on illiteracy as a disgrace nor can either the Indian parent or the Indian child be as sure as the white that education is likely to be of any economic advantage". They do not care about education. Many of them feel why should they care, and go back to the reservation. I think that is our fault because we have not made it as easy for them as it is for our own people to get out into ordinary civilized life.

Mr. RICKARD: But the point is what can the department do or the officials of the department in regard to that very thing?

Mrs. NIELSEN: I think it needs a whole change of policy with regard to Indian people, a complete change of policy towards them. Nothing short of that will overcome the difficulty. I think we need to revise it. After all, our ideas and the policy of the government are still in the horse and buggy stage and the rest of the world has gone by. We need to revise government policy on things like this periodically. I have no quarrel with the officials of the department. I think they are doing the best they can under the circumstances, but I think that with an enlarged and advanced policy all government officials would have a marvellously easier time carrying it through. As it is now I think you are stymied. You are on a leash. You cannot do many things you think should be done. I think you need a complete revision.

Mr. HOEY: We have been living in very unusual times. Since 1930 until now we have passed through the depression first of all and now we are in the war. Perhaps the regular services have not received the attention to which they were entitled. Without attempting to speak personally in any objectionable sense I just want to say that my present assignment is the toughest task that I ever undertook, and I would be the happiest man in Canada if I were relieved of it to-morrow. I am not speaking that way for effect.

Mr. MACNICOL: You have done very well before the committee.

Mr. HOEY: It is the toughest task I have ever undertaken, the most discouraging. There is no sense of appreciation, no sense of recognition.

Mr. MACNICOL: You mean by the white people?

Mr. HOEY: By anybody. I got a letter from an Indian woman three weeks ago. Her boy was killed overseas and I enlarged a photo snap and sent it back to her as a token of my personal appreciation. I got a letter of appreciation from that woman, and that is the first letter of appreciation I got from any source in the department in eight years.

The CHAIRMAN: The committee will give you a vote of appreciation right here.

Mr. MACNICOL: I think the committee wants to help you. We have never had an opportunity like this before to get the background of what you are up against. Every year the departmental estimates come in and they are very meagre. Very likely you do not ask for enough. Perhaps you have not been asking the government to do what you would envision should be done yourself.

Mr. HOEY: It is not an easy thing, Mr. MacNicol, if a man has a sense of responsibility to say just how much he should ask in a critical period like this when we are fighting for our survival. It is not an easy thing for me to make up my mind and say flippantly, "Give me a million dollars for this and a million dollars for the other thing." I look upon these matters rather seriously. I think this is the proper time to review the whole Indian problem. Incidentally, I think the policy in respect to Indian affairs in this country was influenced to some extent by the thought that the red man was disappearing. A very outstanding member of the Anglican church said to me the first year I entered the department, "The better Indians will become gradually assimilated and the others are dying off. There is not going to be any Indian problem a few decades from now." What are the actual facts? The Indian population on the North American continent is increasing more rapidly than any other racial group.

The CHAIRMAN: Is that true both in Canada and the United States?

Mr. HOEY: Yes, and Mexico. On the North American continent it is increasing more rapidly than any other racial group. Our Indian population is increasing at the rate of 1,500 a year. My school population is increasing at the rate of 300 additional pupils.

Mr. MACNICOL: Are you able to get teachers?

Mr. HOEY: Not fully qualified teachers.

Mr. MACNICOL: For instance, we have mentioned Moose Lake two or three time, and Tom Lamb's school. Tom Lamb's school is a nice school, but I believe it was closed for most of a year. What would be the reason for that?

Mr. HOEY: Failure to secure teachers. A great many teachers before they were frozen—I think that is the term—thought that they could render greater service to the nation by going into war industries. A teacher comes to my office and says, "Mr. Hoey, I am idle two months in a year. This nation is at war. I am going to go into a war industry. I am going to leave your school." What can you say to a girl like that?

Mr. MACNICOL: Perhaps I have not told you the full story. I believe the Anglican clergyman stationed at Moose lake was also the teacher. He in turn would be appointed by the bishop of the diocese. Perhaps the fault was that the bishop could not get an Anglican minister to go up there who would also act as teacher and for that reason perhaps they did not have a teacher there.

Mr. HOEY: We have done reasonably well. Our schools have all been open with the exception of about a dozen. The churches have succeeded in getting teachers where we have failed.

The CHAIRMAN: Any further questions?

Mr. RICKARD: It is the same thing in regard to teachers for white people. You have not got them to-day. They are going into war industry, war work.

Mrs. NIELSEN: Are you satisfied with the idea of residential schools? For my own part I have a feeling that a lot of these Indian children put in residential schools stay there for so many years, their lives become very ordered and they are more or less divorced from their homes. Were these children in a day school they would absorb certain things about nutrition and diet and they would go home and talk it all over with their mothers. They would be taught little things about cleanliness. They would go home and tell it to their mothers. With a day school system a great deal of the education which we are giving to the children would go out at the same time to the parents instead of having children go from residential schools back to these awful hovels. You would educate the parents and the children together. I am very much in favour of the day school in preference to the residential school. I do not like residential schools at all. They segregate the children and lose a great deal of the value of the education. I do not think they are half as good.

Mr. HOEY: I have tried to keep an open mind on the Indian day and residential school. People who perhaps have not had as much to do with both as I have can dismiss the matter just in a sentence that the residential schools are no good, but they use language considerably more forceful than that. We have \$12,000,000 invested in residential schools. I have been losing schools at the rate of one a year, the Alberni school, File Hills school, Caughnawaga. I have not got the replacements, but what is the use of worrying about it? For the time being I am primarily interested in getting the Indians to schools, day or residential schools. With the few years I have I think that is my task. I think we are outgrowing our Indian residential schools. We have been discussing the advisability of closing the Mount Elgin residential school.

Mr. MACNICOL: Then what would you do?

Mr. HOEY: Establish day schools as Mrs. Nielsen says.

Mr. MACNICOL: A public school under the control of the government, take it from the church?

Mr. HOEY: Oh no, not necessarily; I cannot see much advantage in that. If you will read the Act it is a separate school system. We are not permitted to send non-Catholics to—

Mr. MACNICOL: To a public school?

Mr. HOEY: If you will read the Act you will see what it is.

The CHAIRMAN: You do not send non-Catholics to a Catholic school?

Mr. HOEY: And vice versa. I hope I am not expressing government policy. I should like to see residential schools slowly and gradually closed as the Indians outgrow their need for them. I think you will always need a few for orphans and children from disrupted homes. I should like to take a number of them like the Brandon residential school and perhaps the Sault Ste. Marie school and turn them into high schools for the education of Indians from twelve onward to twenty.

Mr. MACNICOL: Now you are talking.

Mr. HOEY: And vocational instruction, elementary agriculture, domestic science and the like. Then, I should like to establish day schools on a little different basis to the basis on which they operate now. I should like to put a man and his wife in charge of an Indian day school with a good residence, but I would not call him a day school teacher at all. I would say, "You are a welfare and training worker; you are going to work here not ten months in the year but twelve months in the year less your three weeks holidays". I would make him a civil servant.

Mr. MACNICOL: Why only three weeks holidays?



Mr. HOEY: That is all we get.

Mr. MACNICOL: Oh, that is all the civil servants get, the teacher gets six weeks or two months.

Mr. HOEY: Two months. But here is what I am up against. You people say to me couldn't your educational courses be made more practical. Well, here is an ambitious girl off the reserve, she starts a garden and just as the garden starts to grow she goes away for her holidays. I would like to get a school-master and his wife to place in charge of our Indian schools, and I would classify them under the Civil Service Act as welfare training officers. Thereby they would become eligible for superannuation, and they should be eligible for superannuation. I do not know of any province in the dominion where teachers do not get superannuation; but our teachers are classified as temporary employees so that we cannot get them into the service and therefore they are not eligible for superannuation benefits.

Mr. MACNICOL: And now, Mr. Chairman, there is a very vital point that should be emphasized in your report.

Mr. HOEY: And I want to say to this committee that I do not want to be considered an alarmist but if that policy continues you are going to get the dregs of the teaching profession only for Indian reserves. There is no escape from that.

Mr. MACNICOL: Should you not recommend to your minister that something of that kind should be brought to the attention of the House?

Mr. HOEY: Again I fall back on the times in which we are living. I am not at all sure that this is just the moment, but it is something that should be given consideration. I do not think, for example, that it would make any material difference if the minister were to make that announcement to-morrow, because you cannot get qualified teachers anywhere, but I do think it would have a very important bearing on the question later on.

Mrs. NIELSEN: I think we should lay the foundation for that now at least.

Mr. MACNICOL: Have you in mind Fort a la Corne, the school there—that is seventy-five miles west of Nipawin. I have been there and I have met the Indian girl teacher at that school. She looked to me to be a very bright type of woman. It was a double school, as I remember it, and her husband was there and was he the teacher in one of the rooms and she the teacher in the other?

Mr. HOEY: Yes.

Mr. MACNICOL: I was greatly pleased to find an Indian school in control of Indian teachers.

Mr. HOEY: We made an analysis a few years ago and we discovered that the average stay of a teacher at an Indian day school is three years. Anybody who knows anything at all about education knows that continuity of teaching service is a very important factor.

Mr. MACNICOL: What is the record with respect to the ordinary country schools, a part such as Mr. Rickard comes from—although, he lives on Highway No. 2 so possibly he would not like to be classified as being in a rural school district—let us take a school in an area back somewhere from where he is, two or three miles; I suppose the average teacher stays there maybe two or three years, and that might be a long time.

Mr. RICKARD: We have had them stay there for as much as fifteen years.

Mr. MACNICOL: You might have the odd one who would stay that long, but that is not the average.

Mrs. NIELSEN: That would be your idea, to combine welfare and training, would it?

Mr. HOEY: Yes, to combine welfare and training; and with that they would look after the dispensing of medicines and the preparation of the noon-day lunch.

Mrs. NIELSEN: You do some of that already, do you not?

Mr. HOEY: Yes, but it should be co-ordinated. We distributed 30 tons of vitamin biscuits with respect to which Dr. Moore has the records, for use in connection with the noon-day lunches; but I have the feeling that at the present time the lunches are not as well prepared as they should be, or as they would be prepared by say mature persons.

Mrs. NIELSEN: I think you have touched on a very important point there, I think that is something which should receive more attention.

Mr. HOEY: My experience in Manitoba was—I provided the noon-day lunch for children in the south-west part of the province—that the time taken up by the average teacher in the preparation of that lunch was out of proportion to its importance. They put it on at 10 o'clock and serve it at 12 o'clock and wash up until 4 o'clock, and he has not much time to teach. If you had a man and his wife in charge of that school, he could dispense medicine and he could dispense relief to the aged and infirm and he could act on the whole as a sub-agent, and he could encourage gardening and things of that kind.

Mr. MacNICOL: And his wife could be sent during the summer holidays at the government expense to summer school where she could take training which would qualify her in nursing duties.

Mrs. NIELSEN: And you would have to pay them a better salary than you do to ordinary teachers.

Mr. HOEY: I think they would be entitled to it, living in surroundings that are not always changing. I do not think an Indian school on the average reserve is a job for a teen-age girl teacher. I think we should have teachers in there who are going to stay. No doubt Mrs. Nielsen having been a teacher like myself will agree with me in this—the man who taught at the school which I attended retired after I came out to this country following fifty years of service in that one rural school; and I assure you that he was one of the most highly esteemed men in the community.

Mr. MacNICOL: That is in the Old Country, that is not in Canada.

Mr. HOEY: No, that is not in Canada.

Mrs. NIELSEN: Give them a good enough salary and they will stay.

The CHAIRMAN: I do not want to interrupt too much. This is all extremely interesting but there is a question in my mind as to whether we have not had sufficient information perhaps on this particular phase of the matter. Should we not go on to some other topic for discussion? I am not interfering, I am just bringing to your mind that it is approaching five and we have other questions to take up. Dr. Moore is here and I think the committee would like to hear from him in connection with the health and welfare of the Indians. I just wanted to bring that to your attention. Yes, Mr. Ross?

Mr. Ross: Coming back to the Stoney Indian Reserve, I understand that the government pays for the tuition of the students, the boys and girls there \$170, plus \$15 cost of living bonus.

Mr. HOEY: Yes, that would be right. I thing I have the figures in here.

Mr. Ross: Is that enough to pay for the board and tuition of these children? I am told that the churches who run these schools and I am not referring now particularly to this government—the churches who run these schools have to put up another \$100 a head for the students because that is not enough to run these schools. I was wondering if you had heard any complaints to that effect, or if that would be correct?

Mr. HOEY: I would be surprised if the churches put up that much, but the churches have always contributed to the upkeep and maintenance of the residential schools. These schools are audited annually by the department. We get an audited statement ourselves of the exact amount contributed by the government and the amount contributed by the mission societies of the churches, the amount earned on the farm and so forth, so that in very few cases—I do not know of a single case where the church pays anything like \$100 per pupil.

Mr. ROSS: But they do contribute something. I submit, Mr. Chairman, that these should not have to depend on the charity of the church looking after his needs. The Indians are wards of the government and when a person has a ward he is responsible for the ward all the way through.

Mr. MACDONALD (*Pontiac*): The witness made a statement a few minutes ago that you were mistaken in calling them wards of the government. I want to ask a question bearing that in mind. On the Brantford Reserve I understand that the Indian population there is very advanced, owning their own farms with all modern facilities; are they citizens in the true sense of the word of Canada; do they enjoy full citizenship?

Mr. HOEY: Mr. MacInnis could answer that far more intelligently than I could.

Mr. MACNICOL: Those that serve in the army, yes; the others, no.

Mr. MACINNES: On that point may I say—

Mr. McDONALD (*Pontiac*): I mean do they exercise the franchise and fulfil the duties of citizenship?

Mr. MACINNES: They only vote in elections if returned soldiers; but they have the privilege of making application to the department for full enfranchisement by order in council which is never refused if the applicant is a responsible individual, and the average Indian member of that community could become enfranchised.

Mr. McDONALD: Well then, in the light of that another question arises to my mind; what percentage have taken advantage of it?

Mr. MACINNES: A small percentage and the reason is this: I am afraid that it is a financial consideration. Upon enfranchisement they then lose the exemptions of taxation on their land and the protection from seizure by legal process of their real or personal property on the reserve which they enjoy as long as they continue to be Indians.

(Statement continued off the record.)

I have been in the department for 32 years and I have had very long association with Indians in all parts of Canada and I would like to express to you my very deep belief that the Indian of Canada as an individual is equal to the individual of any other race in the world in his potentialities and possibilities, his mental, spiritual and cultural equipment. I do not think there is any doubt about that at all; whether it is in the artistic field, as a public speaker, as a professional man or as a business man, or as a skilled mechanic. Do you happen to know that the Iroquois Indians of the Caughnawaga Reserve and of the St. Regis nearby are the most skilled structural steelworkers in the world? That they helped to put up the Empire State Building, they helped to build the Golden Gate Bridge, they helped to build the new bridge at Niagara Falls, they helped to put up the Singer Sewing Machine building and so on and so on? Even during the depression when jobs were not so easy to get some of these people were getting as high as \$20 a day when working. They sent for them to go away down to Los Angeles and to places all over the North American continent to work because they were at the very top of their trade. We speak of our Indians of being in hard circumstances. There is a general feeling in the main that the Indian is an indigent sort of person. Take the fishing Indians in



British Columbia. I will tell you some amazing things. Of course there are lean years. But in 1941 and 1942 for example, which were big years in the fisheries, they made large profits. Do you know that the Indian outfits with their salmon trawlers—you ought to see them; they are the finest of boats, with copper painted bottoms; you could eat your lunch off the decks, they keep them so clean—made as much as \$300 to \$400 for a crew of about 5 men, in a single night in fishing for salmon off the Queen Charlotte islands? A case was brought to my attention by the Department of Fisheries where a member of a crew, one of the crews of the salmon fishing outfit on a boat from British Columbia, happened to be only a twelve-year old boy. He was available to work on the winch and to help bring the salmon in. His cut of the profits for two months' operations was, what do you suppose? If I told you two or three hundred dollars, you would think that was a tremendous amount for a twelve-year-old boy. It was \$3,600 for two months' work. That shows you how the Indians share in big prosperity when it comes along with the other sections of the community. There was a time twenty-five or thirty years ago in the big fish run years in British Columbia when all the Indians along the northwest coast were rich from the fishing enterprise. That shows you what economic and commercial possibilities the Indians have. I took two distinct and different classes of employment, fishing on the high seas and structural steel work in the skyscraper canyons of New York. Those are two widely differentiated fields of employment and yet the Indians were able to excel in both. There is fair proof that the Indian can get along pretty well if he is out on his own and uses his own self-reliance and initiative; but it is very true that there is a depressing and retarding reserve psychology, a sub-standard economy.

Mr. McDONALD (*Pontiac*): Would you call it an inferiority complex?

Mr. MACINNES: Yes, it is. It is more than that. It is a dependency complex.

Mr. MACNICOL: Before you leave that, how do you account for the Indians being so alert and so smart in structural steel?

Mr. MACINNES: That is a mystery. It seems a strange thing that when the white men came to Manhattan island three hundred years ago, they drove the Indians away into the bush and bought the island for a couple of cases of rum. Then later on, when they wanted to put up one-hundred storey buildings, they had to get those very same Indians back to build them for them. Is that not a strange thing? It is a mystery. I could not explain it at all.

Mr. MACNICOL: Their heads do not apparently get dizzy at such great heights.

Mr. MACINNES: They are apparently very steady and their nerve is very good at those heights. It is not all the Indians. It is just this particular race of Iroquois who seem to have that particular adaptation to that trade.

Mr. ROSS (*Calgary East*): Are not other tribes of Indians gifted?

Mr. MACINNES: In other directions, of course. Mr. Allan has explained to you how they excell as trappers, and there are various things that the Indians are good at. I certainly do not need to enlarge upon what Miss Moodie told you about native art.

Mr. ROSS (*Calgary East*): You have pointed out that the Indians are capable of doing great things.

Mr. MACINNES: Yes.

Mr. ROSS (*Calgary East*): But we have not got those great things from the Indians yet. As Mrs. Nielsen said a few minutes ago, we are in the horse and buggy days so far as the Indians are concerned. We need a new policy.

Mr. MACNICOL: We need more money to spend. That is one of the troubles.

Mr. Ross (*Calgary East*): I think we all sympathize with you people who are officials in trying to carry out your duties as best you can. It is the policy of the government that it seems to me needs revising.

Mr. MACINNES: Well, yes.

Mr. McDONALD (*Pontiac*): Do you not think there might be something more accomplished with the Indian, where he is taught to depend upon himself like other people? Dr. MacInnes mentioned the case of a young boy earning \$3,600.

Mr. MACINNES: That is a freak case.

Mr. McDONALD (*Pontiac*): The fact remains that these people are getting money. What are they doing with it? Why do they not advance themselves like other people do?

Mr. MACINNES: Some of them do and others do not.

Mr. McDONALD (*Pontiac*): Take the case I cited of these Indians in Brantford. Why do they not accept the full responsibilities of citizenship?

Mr. MACINNES: I told you why.

Mr. MACNICOL: They have made a lot of progress.

Mr. MACINNES: Yes.

Mr. McDONALD (*Pontiac*): I think the thing should be the other way around. They should be brought to depend more on themselves.

Mrs. NIELSEN: The one example given of a boy earning money like that is really unfair, because the proportion of Indians who are able to earn money like that must be very small. You speak about the Six Nations. Of course, they are down in a part of the country where they come into close contact with the white man. The Indians in my part of the country are so different there you could hardly class them in the same group at all.

Mr. MACINNES: No. But the whole Indian population on the northwest coast of British Columbia, numbering some 10,000, are in the way of making big money; they are making a much higher average income among the fishermen on the northwest British Columbian coast than is made by civil servants in Ottawa.

Mr. McDONALD (*Pontiac*): It is not the amount of money that they earn. It is how much of it do they save and will they do that?

Mr. MACINNES: Does that not apply to other people as well?

Mrs. NIELSEN: They are no different from us. How much of your indemnity do you save?

Mr. McDONALD (*Pontiac*): More than you do.

Mrs. NIELSEN: You are lucky.

The CHAIRMAN: Order please.

Mr. MACNICOL: What you have been saying is very interesting, about their being so adept in erecting high steel buildings. About how many of these Caughnawaga Indians were engaged in erecting these big steel buildings.

Mr. MACINNES: The Caughnawaga and St. Regis Indians have supplied 600 to 700 men to that trade.

Mr. MACNICOL: Steel erectors?

Mr. MACINNES: Working on that and associated trades.

Mr. MACNICOL: Would some of them be foremen?

Mr. MACINNES: There are foremen, yes. For instance, the Dominion Bridge Company foreman at Lachine is a Caughnawaga Indian who had a senior position with the company there for going on thirty years. But there is this point that I should like to take the opportunity to point out to the committee.

With all that success, there is still that dead weight on the Indian on the reserve. The reserve was not established for the purpose of coralling the Indian or curbing his liberty or making him uncomfortable. It was established to provide for him a place where he could be protected against despoliation and exploitation. It was a sincere and good move, and it was for a good reason that it was done. But while it may be still necessary as a protective measure in western Canada where the Indians have only been 75 years or less in contact with whites to any extent, where they have not really overcome the first shock of their contact with civilization, on the other hand, in eastern Canada, where the Indians have been in organized districts and familiar with the white man and white man's ways and general life of the community for 200 to 300 years, there does not seem to be any justification for our staying in the Indian reserve business. It is retarding them. Its value is weakening. It is like the child who has passed the weaning stage. If you try to keep him pap fed from then on, he will sicken and deteriorate. Those Indians in eastern Canada who make up about more than one-third of the total Indian population, nearly 40 per cent, I would say, should be divorced from the reserve system entirely and put on their own. It is their only salvation. In eastern Canada we should be climbing out of the Indian reserve problem instead of digging ourselves into it. The trouble is that some of us who are officials are so engrossed with our troubles that we are inclined to look down into the hole instead of up out of it, you see; and I think perhaps we have got to a certain degree of stagnation such as Mrs. Nielsen has mentioned, and that it would be good if we had a little push from the legislative body to do something fairly drastic to speed up in the process of making the Indians a regular part of the Canadian community, without any separate, and what I have referred to as a substandard special status. Do you know that in Quebec there are reserves where there is hardly a person with a dark complexion, where many of the people have red hair, blue eyes, freckled faces and speak French. Some of them have French names and some of them have Scotch names. There is nothing to suggest Indian about them, and yet by a legal fiction, which is really Gilbertian, they are maintained as Indians under the Indian Act. They are not Indians. They are just an ordinary French-Canadian village like any other village in Quebec. Yet they are under government tutelage—I will not use the word “wardship” because it is a little misleading, because wardship has a very specific meaning in ordinary law which does not apply to the Indian status. But they are under a kind of tutelage which is absolute nonsense in their case.

Mr. McDONALD (*Pontiac*): Is that Ancienne-Lorette that you are referring to?

Mr. MACINNES: Yes.

Mr. RICKARD: Is that because they have married Indians?

Mr. MACINNES: No. It is because their male ancestors from far back were reputed to be Indians. That reserve is made up of Hurons who were survivors of the mission of Lalemant and Brébœuf who were brought over to Quebec by the French missionaries 300 years ago—there are a couple of hundred of them living there—they have been bred absolutely white. They are completely miscegenated. There is no trace of Indian about them. Yet they talk about their Indian rights and their ancient Indian history. One of their number who styles himself as leader of all the Indians of Canada, who is going to bring a big convention of Indians here, Jules Sioui, is no more of an Indian than I am; not nearly so much so, to my mind. I am sure I have a lot more Indian about me than he has. That is where you get into the farcical aspect of the situation.

Mr. MACNICOL: I am an honorary chief of a Delaware Indian tribe and my niece said to me on the occasion I was thus honoured that if my eyes were only dark I would look more like one.



The CHAIRMAN: Are there any questions that any member of the committee wishes to ask? If not, I shall ask Dr. Percy Moore to tell us something about medical conditions and what the department is doing, or may do, for the Indians. Dr. Moore?

Dr. MOORE: Mr. Chairman, ladies and gentlemen, I welcome this opportunity to discuss some of the problems in connections with the health of the Indians of Canada. Now, there were some questions which I have read, but I do not think they are very specific. Any specific questions that may be addressed to me, I will endeavour to answer them to the best of my ability.

Mr. MacNICOL: My question has to do with several remote Indian reservations which are quite a long distance away from civilization, as we understand it. I visited one such reservation and I asked the chief, "When the Indian agent arrives here, who comes with him?" He said, "The doctor comes with him or the nurse, and others". Some doubtless who should not be allowed on the reservation at all when the Indians are getting their treaty money. Hangers-on should be kept off at the time of the treaty money disbursement. Now, on this particular reservation several people had died lately and I asked the chief why the doctor did not look them over when he was here. The chief answered that the doctor comes in with the Indian agent. Now, this particular agent came in by a Diesel engine boat, because he had to go quite a piece to get there. The chief said that the doctor comes in with the Indian agent and goes out with him, remaining for a period possibly running from morning till afternoon. On that reservation there were—I am now speaking from memory—perhaps 150 people. Now, isn't it a physical impossibility for any doctor to examine that number of Indians in a few hours' time?

Dr. MOORE: Quite, sir.

Mr. MacNICOL: Then, what would you suggest?

Dr. MOORE: If I might be permitted to enlarge on what our facilities are, I would tell you what I think we probably should do. I might cite some of the more acute and pressing problems in connection with health administration among the Indians. I know the problem of which you speak. Unfortunately, it is not confined to one reserve. It is quite general. Our health services vary from adequate and complete health service in some areas—

Mr. MacNICOL: You said adequate?

Dr. MOORE: Yes, adequate, to almost nothing in others, in the more unsettled areas. In some of the areas which have been under discussion we have as good health services as have many rural districts, such as the Brantford reserve, and the same at Caughnawaga and St. Regis.

Mr. MacNICOL: They have a very nice little hospital there.

Dr. MOORE: We operate, in all, some fifteen hospitals, and our services range from that all the way to the more remote areas, say to Island lake, where there are 1,100 Indians, and we have not even got a resident nurse.

Mr. MacNICOL: Why is there not a resident doctor there?

Dr. MOORE: We have not got the facilities for it. The closest doctor to that place is at Norway House, which is roughly 300 miles across the hinterland.

Mr. MacNICOL: If the department or you should recommend to the minister to bring in an estimate and include in that estimate provision for a doctor for that reserve and the cost of putting up a residence for him to live in, the house would certainly pass it.

Dr. MOORE: I hope that I am still in the department at the time when we can supply that type of service, because, to my mind, we are at the present time doing far too much for the Indians in the settled areas, in proportion to what own medical services out of their own pockets and call a doctor from Lachine we are doing for the other Indians. Those at Caughnawaga can supply their

or from Montreal. But, in the north country, the poor Indian has not got the means.

Mr. RICKARD: Can you get the doctors?

Dr. MOORE: No, we cannot. We are faced with a necessity right now. One of our young men, a very bright man, has enlisted, and he has left a forty-bed hospital and 2,000 Indians, and we cannot replace him.

Mr. RICKARD: In other words, even if we did pass such an estimate through the House of Commons it would not do much good, because you cannot get replacements.

Mr. MACNICOL: I have in mind the little church at Fort a la Corne. There are a number of graves around the church and I looked at the ages on the crosses and far too many ran around two to three to five and less than 20 years of age. Their deaths were due mostly to tuberculosis trouble. Is there any possible way or any possible thing we can do to save the Indians from that awful scourge?

Dr. MOORE: I have some figures from British Columbia, showing the total deaths due to tuberculosis there in 1943. The grand total was 583, of which 186 were from among the Indians. There were 397 of all other races who died, but 186 Indians. In terms of mortality rates, which are usually expressed in terms of 100,000 population, that gives an Indian rate of 691 deaths, per 100,000, per year, compared to 47 for all others. That is about seventeen times as high. I think it works out to a comparable figure for the rest of Canada. Our death rate from tuberculosis is from ten to fifteen times as high as among the white races.

Mr. RICKARD: And how do you explain that?

Dr. MOORE: There is more than one possible explanation. Any new race is very susceptible when it first comes into contact with a new disease. For example, when you take the case of measles you get an appalling death rate through measles in the case of Indians in remote areas, such as the Yukon and in British Columbia and along the Alaska highway. In one place there have been fourteen epidemics, and every one has taken a toll of deaths. So it is with tuberculosis. With a weakened people, the Indian who has not been exposed previously is very likely to contract tuberculosis. When they get the disease first they react differently than does a type that is familiar with it over a series of years. The newer ones will have running sores. Now, after several generations of contact with the disease, you get more pulmonary cases rather than glands and bones and joints. They will die with consumption, of course. Another factor which we have to consider is that among the Indians the death rate from tuberculosis is more than ten times as high in the case of the northern Indians than it is with those living more to the south, nearer farming communities. We think the factor may be one of nutrition or malnutrition and we are making a study of it at the present time. The southern Indian eats more the type of food that we eat, such as vegetables, dairy products, and etc., and examination shows no more marked evidence of deficiency diseases than you will find throughout all of rural Canada. But in those northern places, you find such appalling conditions. Every deficiency disease that is known is there. Not frank scurvy, or beriberi, or pellagra, but the ground for them is there and conditions are verging on them.

I have here a report which we prepared, starting in 1942. Two eminent international authorities on nutrition volunteered, through the good offices of the Hudson's Bay Company, and arrangements were made to give them a grant in the way of aerial transportation. In all, some 400 Indians were examined, and we set up the study.

The CHAIRMAN: Put it on the record.

Dr. MOORE:

## REPORT OF THE NUTRITIONAL EXPEDITIONARY COMMITTEE

In 1942 a study was made by Dr. Percy Moore, Acting Medical Superintendent, Indian Affairs Branch, Dr. H. D. Kruse of the Milbank Memorial Fund, New York City, and Dr. F. F. Tisdall of the University of Toronto, of the food habits and state of nutrition of some 400 Indians at Norway House. The food eaten consisted largely of white flour, lard, sugar, tea and fish and game, the fish and game usually not being plentiful. The diet was markedly deficient in most of the vitamins and some of the minerals.

Examination of the Indians showed that almost all were suffering from deficiencies, many of them in severe form. There was a moderately high incidence of ocular disease and with visual effects, and lesions of the tongue and gums. It was felt that vitamin deficiencies played a heavy contributory role. Many of the eye conditions produced much discomfort and could not help but interfere with their efficiency. Some degree of gingivitis was almost universal. Thirteen or 300 patients were blind in one or both eyes. It is true they could all be accounted for by present medical knowledge. But again, it is possible that the diseases leading to blindness would be less severe had they a good diet.

Tuberculous infections were very prevalent. Lowered resistance to infection which may be the result of malnutrition is without doubt an important factor in this high incidence of tuberculous infections seen in the Indians at Norway House. There is ample clinical evidence that the poor health, the lowered resistance to disease, the impairment of efficiency, and the lack of initiative were due largely to the type of foods consumed.

As a result of this survey one of the first steps considered necessary in any program to improve the health of the Indian through better nutrition was to demonstrate whether provision of some of the food substances or food factors found to be lacking in their diet would result in an improvement in their health. As the conditions encountered had developed as a result of deficiencies of many years' duration, it was recognized that improvement would not become evident for many months, in fact even two or three years might be required.

A study was set up at Norway House under the supervision of Dr. R. S. C. Corrigan, Medical Superintendent, Norway House Agency, assisted by Miss Mary Wilson, Provincial Nursing Service, who was especially assigned for this duty.

Approximately 300 Indians were chosen for observation. There were 125 given various kinds of vitamins, and the remaining Indians served as a control group. Examinations were conducted by Dr. Corrigan, and coloured photographic records of the eyes, gums and tongues were made at intervals. The Indians were continuously visited at their homes by Miss Wilson to ensure that they were regularly taking the vitamin therapy. Any that were found to be unreliable were discarded from the study.

A second expedition to Norway House to study these Indians was made in March, 1944. In addition to the doctors who made the initial survey in 1942, there were present Dr. H. M. Sinclair of the Oxford Nutrition Survey, England, Wing Commander J. V. V. Nicholls, Consultant in Ophthalmology, R.C.A.F., and Flying Officer Sym of the Directorate of Photography, R.C.A.F. Over one thousand pictures of the eyes, gums and tongues, the majority in colour, were taken by Flying Officer Sym, using a special camera devised by the Directorate of Photography for this purpose. All the subjects receiving vitamins, as well as many of the controls, were medically examined.

As the disturbances of the eyes, tongues and gums were of long standing and had a complicated causation related to trauma, infection and nutritional deficiency, it is too early to expect definite signs of improvement as a result of the vitamin supplement supplied in this survey. Considerable time and work



will be required before specific details of the relationship of specific vitamins to these disturbances will be known. In spite of the fact that marked general improvement can only be expected if all the deficiencies were corrected, a number of the Indians claimed that they felt much better. It was the opinion of a number of the nursing staff, many others, and the people directly concerned with the study that great improvement had occurred in the general well-being of the Indians.

From the results of a thorough ocular examination of over 300 Indians on this trip, Wing Commander J. V. V. Nicholls made the observation that among the school children, of whom there were 102, ranging in age from 7 to 16, the ocular condition was excellent with almost no severe disease. They were comparable with the best groups of white children. While among the 200 odd adult Indians there was a very high prevalence of eye disease, some of which lead to deterioration of vision. It is to be noted that these ocular diseases are related largely to infection and trauma, and it is a fair assumption that with better nutrition, infection and trauma might well be expected to have less serious effects.

Another point of very practical importance is that the environmental and climatic conditions in northern Canada greatly increase requirements of all food substances. This applies not only to the Indians but also to the fur trade personnel.

It is the consensus of those conducting the study that it should be continued for at least another year. Although the improvement in the Indians receiving the specific food substances is already definite, the first period of therapy really laid the ground work for changes which should be much more marked at the end of another year. Accordingly, arrangements are being made by Dr. Moore to see that the study can be continued, and Dr. Tisdall, Dr. Kruse and Dr. Moore propose to return approximately twelve months hence to review the situation then.

This study is the first of its kind to be conducted anywhere in the world, and the application of its results has wide range with many ramifications. In the opinion of Dr. Moore, Dr. Kruse and Dr. Tisdall, this study is being conducted by Dr. Corrigan and Miss Wilson in an exemplary and commendable manner. It should also be noted that the Indians have cooperated in a wholehearted spirit. The results of this study are not only of importance to the future health of the Canadian Indian, but can also be applied to similar situations throughout the world, and will give information of practical value from the public health standpoint for the whole population of Canada.

It should be noted that the work done last fall by Dr. Ridge in conjunction with the R.C.A.F. nutritional laboratories has made a valuable contribution to our knowledge regarding natural sources of Vitamin C.

The work is being continued at Edmonton by Professor Hunter and the R.C.A.F. nutritional laboratories and the departmental nurse, Miss Fisk, is assisting. She is thoroughly familiar with Indian food habits and is in a position to give practical assistance in the investigation.

Attached are recommendations in which the nutritional expeditionary committee concurs, and also recommendations from W/C Nicholls, the ophthalmologist who accompanied the party.

## RECOMMENDATION OF THE NUTRITIONAL EXPEDITIONARY COMMITTEE TO THE MEDICAL SERVICES OF THE INDIAN AFFAIRS BRANCH.

Measures should be twofold:—

- A. Those in which immediate results would be expected.
- B. Those in which the returns would culminate at a later date.

*A. Those in which immediate results would be expected:*

1. That the present study at Norway House be continued for one more year. It is felt that this is most essential.

2. That a refresher course in the diagnosis of deficiency states be established for selected members of the medical and field staff.

3. That a curative program be instituted for severe acute deficiency states in which multi-vitamin therapy would be supplied to such cases whether in the field or in the hospital.

4. That certain basic articles of food habitually eaten by the Indians be used as a vehicle to carry these food substances which have been found to be lacking in their diet. For example, all flour used should be "Canada Approved" flour, which is high in vitamins, to which should be added Thiamin (Vitamin B<sub>1</sub>), Riboflavin (Vitamin B<sub>2</sub>), Niacin, Calcium and Iron Salts. Investigations should be made as to the best foods to which Vitamin A and Vitamin C might be added. This might be regarded as a wide-spread Therapeutic program for the correction of chronic deficiency states universally present amongst the Northern Indians. It is felt that this is the most practical means of getting immediate and widespread distribution of these needed food substances to the Northern Indian.

*B. Those in which the returns would culminate at a later date:*

1. That studies should be continued to determine the availability of local sources of Vitamin C, such as spruce and pine needles. This work has already been started, and the results of Dr. Ridge's investigations conducted last year are most illuminating, and further application of his findings made the information of practical value.

2. That several dietitians be appointed to serve as specialists in instituting the dietary program. It is suggested that they might effectively head an extension service which would cover the entire Indian population. Under such a system the dietitian would select and train the most able lay person in each community, who would then carry out diet education in her locality. This system has been used effectively by the Department of Agriculture in the United States.

3. That the children in every Indian day school be given a noonday meal based on the best available food that would provide a large share of their daily nutritional requirements. It is essential that such a meal should include milk, and where sufficient milk is not available the experience of the R.C.A.F. has indicated that powdered milk properly prepared is just as acceptable and equally nutritious.

4. In addition to all these above suggestions, it is considered essential that a long range program of health education with particular emphasis on the procuring, preparation and eating of proper foods be carried out. It is of equal importance that steps be taken to improve the economic status of the Indians, so that they can procure these foods which are essential to health. It is expected that the improvement of health of the Indian through better nutrition will enable him to help himself in improving his economic status.

22nd March, 1944.

## RECOMMENDATIONS

1. It is recommended that the medical officers in the Indian Affairs Branch be given special post-graduate training to prepare them to undertake refractions and the treatment of common ocular diseases and emergencies.

2. It is recommended that the services of a full time ophthalmologist are desirable to undertake the organization of an ophthalmic service and the supervision of public health and preventive medicine measures instituted toward improving the ocular condition of the Indians.

3. It is recommended that every endeavour be made to improve the standard of living of the Indian.

4. It is recommended that the Indians be given some education in public health matters and treatment of emergency conditions.

5. It is recommended that an adequate, well-ventilated, anti-glare spectacle be supplied to Indians for hunting and trapping.

This is a report of the committee of which the members were Dr. Kruse, an eminent worker in nutrition in New York, and Dr. Tisdall, of Toronto, who is now a group captain in the air force, and myself. I was a member of the party which visited the Indians at Norway House.

We think that if we could improve conditions as to nutrition among the Indian people it would greatly lower the incidence of disease. We feel it is a very important factor. For instance, we found a number of those people to be blind, from conditions, which could be attributed to malnutrition.

Mrs. NIELSEN: Trachoma is very bad?

Dr. MOORE: Yes, it is considered not to be a nutritional disease but an infection. Our worst disease is tuberculosis. Nutrition may be an important factor and nutrition also has a great effect upon the general health, particularly, of the northern Indians.

Then to go to some of the specific problems, trachoma is widespread particularly among the western Indians, not so much the northern Indians, but the Indians who live in the most intimate contact with white people throughout the western provinces. They have a high incidence of trachoma which, if left untreated, will lead to blindness.

The CHAIRMAN: Is that disease catching?

Dr. MOORE: Yes, it is highly contagious and a highly infectious disease that leads to blindness. There were some areas in British Columbia where this disease was prevalent and we were making fair progress, because we had one of the outstanding authorities on the North American continent dealing with it, Dr. J. J. Wall, and his services were greatly sought after. Unfortunately this man had to withdraw from the department because of ill health—heart trouble—and we are urgently in need of a trachoma specialist to be attached to the department to carry on this work, because it is a disease that requires highly specialized treatment.

We are having an increasingly difficult problem in connection with venereal disease. Something I am going to say now will just fit in with some of the thoughts of the committee. With employment at a peak, Indians are leaving the reserves in great numbers and coming into centres to live and work, and this raises many social problems. Now, for example, the Indian girl who comes in and accepts employment, usually as a domestic or a waitress at a cafe, has no social outlet, with the result that the contacts that she does make are of a very undesirable type and we are getting increasing numbers of cases of venereal disease and illegitimacy being reported to us. For example, in Prince Rupert, I have a letter in my file, naming 42 Indian women as sources of contact for venereal disease. Their names have been brought to the attention of my department and we are trying to find a building in which to put them. They are being re-infected while they are under treatment.



In general, to improve our facilities in caring for the health of the Indians certain things are urgently needed. I could deal with some in the manner of a brief that I have recently submitted regarding health problems in British Columbia, and I will quote the following recommendations and pass this copy to the committee. I need more full-time health workers; that is our most urgent need. Now, I put in about eight years in the field service before coming to Ottawa and I know intimately, most of the people who are doing medical field work in the Indian Service from one side of Canada to the other. There is a great spread between the benefits we receive from a doctor who is a full time employee of the department, and whose whole interest is in Indian health problems, as opposed to a doctor who is in practice in a town some place near an Indian reserve and is given an appointment to look after the Indians out on this reserve.

Mr. MACNICOL: I agree with you judging by what I have seen.

Dr. MOORE: That doctor may be the best fellow in the world, perfectly honest, and the best doctor in the town, but Dr. Jones looks after his office practice and the white people, and when he has time, if the Indians press him hard enough, he goes out and does some work on the Indian reserve. The Indian is usually uncomplaining about his health. Most times he is timid about going to a doctor and he dreads going and it quite often happens that the doctor is called, about in time to sign a death certificate and probably comes two days late for that. That type of medical service is not worth the money we are paying for it.

Mr. MACNICOL: Is that in your report?

Dr. MOORE: Yes. I can mention an elderly doctor who has been in our employ many years, looking after the health of the Walpole Island Indians and because of ill health he is getting ready to retire. I believe that man put his Indian patients first, but he is an exception.

Mr. MACNICOL: You have a wonderful teacher at Walpole Island. She is a remarkable woman, and her whole life work has been with the Indians.

Dr. MOORE: The only progress I have seen made in health conditions among the Indians is where we have obtained full time departmental doctors and nurses. Unfortunately, some of the Indian groups are too small and the distances are too great to allow for a doctor or a nurse; but as a major policy we should endeavour where there is a group of Indians to warrant it, to have a full time doctor.

Mr. MACNICOL: Where there are a number of reservations close together we should have hospitals.

Mr. Ross (*Calgary East*): I was wondering what population would warrant a full time doctor in your opinion.

Mr. MOORE: To judge by white standards—and the health of our Indians is not up to white standards and there is really more work to do—in an institution they think it is necessary to have a doctor for every fifty bed patients, and I think the average that is recommended by the Canadian Medical Association is about 900; a doctor cannot do justice to more than 900. Dr. Davis at the Brantford reserve—one of the outstanding medical men of Canada—is looking after 6,000 Indians there. He has a hospital and good facilities but he urgently needs assistance which he is unable to get. We have a position but we cannot find a man to fill it. We call neighbouring doctors and get what assistance we can.

Mr. MACNICOL: Is that Brantford or Ohswegen?

Dr. MOORE: Ohswegen.

Mrs. NIELSEN: Doctor, I hesitate to interrupt you, but is it your opinion that the Indian Affairs branch will always need a separate medical service for this scheme, or do you think that that could be brought under one health

scheme which we are proposing to bring into effect so as to accept the Indian people and give them the same treatment as we do the white people; or is it necessary for the Indians to have more care than the white people?

Dr. MOORE: I have given this matter considerable thought and study and I feel that the Indian health service is essentially an integral part of Indian administration; there are too many family problems. I spend an hour or so a day in consultation with Mr. Hoey and Mr. Allan and other departmental officers on interlocking problems which must be settled. A suggestion has been made to put the Indian medical service under the Department of Pensions and National Health. All right, but unless you put the whole Indian service there, there would be no more sense in that than putting our farming operations under the Department of Agriculture and our education under some other branch and disbanding the whole department.

I made a presentation to a committee studying the financial set-up on this health insurance bill, and I stated what I thought our attitude should be. The first statement was that the Indians of Canada should be provided with health services equal to those of any other citizen of Canada.

Mr. MACNICOL: We took the land from the Indians and we took the country from them, and we are in duty bound to do that much for them.

Dr. MOORE: In administration it is a matter of what is the best way to do it, and I think we have the skeleton of the organization that if we are allowed a sufficient budget we can give adequate health services to the Indians. I think this matter requires some radical changes.

Mr. MACNICOL: The time has come for radical changes.

Dr. MOORE: For the hinterland of the country we have got to institute a flying service if we are going to reach these people. We will have to set up a system similar to that in Australia in their bush hinterlands. We have to get medical services, a doctor and nurses who would go by air to all these remote areas and not simply go in and land with a treaty party and be obliged to move out in an hour because the party was moving on.

Mr. MACNICOL: I am not finding any fault with the medical people; I am finding fault with the system that takes a doctor to a reservation of 150 or more people in the morning and takes him out again in the afternoon. It is not fair to the doctor, and I have no doubt he comes away more broken-hearted than anyone else.

Dr. MOORE: He is defeated. I can name you twenty or thirty groups of Indians in places where there are from 500 to 1,200 Indians who probably have one visit such as you describe in a year from a doctor and sometimes only a visit in two or three years.

Mr. MACNICOL: I hope your department will put in a strong case for fair play. In my judgment the House of Commons has always been reasonable if the members understand the matter. No member of the House of Commons in my time—fourteen years—has had the opportunity this committee has had in this meeting and our previous meeting.

Dr. MOORE: Now, I have stressed the point to full time medical officers, and the next thing is nurses—a nursing service on the reserve. We need nurses especially trained in public health who will go into the Indian homes. I have seen more progress made through the efforts of one woman in a community than by all the doctors in the hospitals in the aggregate, because what the doctors are doing is curing the sick whereas this woman is going in and teaching these people how to keep well, teaching mothers how to feed babies. In a situation where you have an Indian baby taken from the breast and put on potatoes, a baby that from then on never sees milk, you wonder how those babies exist. In fly time they get infectious diarrhoea and I have had the unpleasant duty

of signing fifteen death certificates for Indian children in one week, and not one need have died.

Mr. MACNICOL: I met a teacher at one reserve and she recommended that teachers be sent to some place where they could be taught all the simple things about nursing and medicine.

Dr. MOORE: Yes, first aid etc.; and be in a position to make use of the facilities—

Mr. MACNICOL: And she should be paid accordingly.

Dr. MOORE: I agree with Mr. Hoey's suggestion with regard to these welfare officers. Give them some training and give them the assistance of the visiting nurse going to the reserve and spending time there.

I think there is room for welfare workers among the Indian women and children. I believe that such problems cost the people of Canada millions of dollars because of venereal disease and illegitimacy which could be avoided if we had welfare workers. The provinces have the organization and would be only too willing to cooperate with us in the way of giving some supervision. I have discussed this matter with welfare workers in the provinces and if we could provide these officers who could be trained to work among the Indians the provinces would co-operate with us in supervision, etc. I have covered that matter here.

And now with regard to departmental hospitals. We operate about fifteen hospitals at the present time. It is our experience that these are by far the most adequate and economical hospitals for Indians. Our chief problem, as I said before, has to do with tuberculosis among Indians. At the present time we have almost 1,000 Indians under treatment for tuberculosis, and according to figures that were prepared by the Canadian Tuberculosis Association that figure should be nearer 3,000. We have adequate facilities for treatment of only about 250 Indians in our hospitals although we actually are treating 500. I have seen these criticized in the press, and I was not in a position to defend them because I had seen the hospitals. They have beds in the basements and in the corridors and they have nurses trying to care for these people under inadequate circumstances and running great danger from infectious disease because these hospitals are not large enough. One medical man in charge said, "What will I do? Will I send them back to die? Four of these people will get better if they stay here. If I had a proper hospital, in place of treating one out of four that needed to be treated in that area—"

Mr. MACNICOL: At Munsey you have an excellent doctor in charge.

Dr. MOORE: Dr. Pardy is in charge at present; Dr. Macleod is in uniform.

Mr. MACNICOL: If someone takes sick they have to send him up to London. The doctor I spoke to told me how many there were there—perhaps 1,000. If there were a little hospital there the Indians would go, but they do not like going off the reservation.

Dr. MOORE: These Indians have access to the facilities at the Victoria hospital in London. Think of all the poor people up in the north country who get sick and die in their teepees and never see a doctor or a nurse, let alone a hospital. I feel that our own hospital facilities should be greatly increased. I think we should provide at least 2,000 beds for the care of tuberculous Indians, and I do not think we will make any progress in reducing the terrific mortality among these people until that is done. I think some of those beds should be located in areas where there are large concentrations of Indians, districts like James Bay, where there are 4,000 Indians around the bay.

Mr. MACNICOL: Have you nothing up there?

Dr. MOORE: There are a couple of small mission hospitals.

The CHAIRMAN: Will you go on with your brief?



Dr. MOORE: I think that we need the opportunity for a little more supervision in the work that is done in the field. Until recent years the headquarters administration has been in charge of one doctor with four helpers in the office, one of whom was an Indian, and a very valuable employee.

Mr. MACNICOL: A man or a woman?

Dr. MOORE: A man. He has been there about twenty years. I was appointed assistant superintendent. This is the first time there has been more than one doctor at headquarters. More than that, I think we need more adequate field inspection. I do not have sufficient opportunity to go out into the field and see what is going on frequently enough. We should have more facilities for coordinating our medical program.

The CHAIRMAN: Dr. Moore, at this point you might put your memorandum into the record.

Dr. MOORE: Very well, Mr. Chairman.

### *Memorandum:*

THE DIRECTOR

*re:* Medical Facilities in B.C.

I wish to refer to the certified copy of a report of a Committee of the Executive Council, British Columbia Government, dated April 6, 1944 on the file hereunder and to which the Superintendent of Welfare and Training has replied regarding education. The following report concerns medical problems in this province.

There is room for marked improvement in the Department's health program in British Columbia. With the exception of Doctor Atkinson, who is in charge of the Vancouver Health Unit, we have not a single full time medical officer in that province. The position of senior medical officer for British Columbia became vacant on the retirement of Doctor McQuarrie and Dr. P. S. Tennant is on leave of absence for military service. We have also an established position at Vanderhoof that we have been unable to fill. Probably in British Columbia as elsewhere in Canada the major health problem is to find an adequate program for the control of tuberculosis. There are two full time doctors on the staff of Coqualeetza Indian Hospital.

In 1943.

Total deaths T.B. all races.....	583
Indian Deaths.....	186
Deaths from T.B. other than Indians.....	397
Mortality rate per 100,000 population	
Indian Rate.....	691
Bal. of province exclusive of Indians.....	47

At the present time there are 300 Indians under treatment for tuberculosis in the province. Of these 178 are in the Coqualeetza Indian Hospital and 10 are in the Queen Alexandra Solarium, Victoria. Only this number can be considered as being under satisfactory treatment. Of the balance 35 are in preventoria operated in conjunction with the residential schools at Mission, Cranbrook and Alert Bay and 77 are being cared for in various general hospitals, the majority being at Port Simpson and Hazelton with others being treated at Vanderhoof and Smithers. This latter group is getting little beyond bed rest and isolation.

The accepted criterion in any program is that there should be three patients under treatment for every death that occurs within a year. It will be seen that accommodation should be provided for 600 Indian patients if an energetic attack on this disease is to be made.

In a recent report from Doctor Barclay he recommends the extension of Coqualeetza Hospital by the provision of adequate staff quarters and building a special children's ward and he has recommended the establishment of a 100-bed departmental hospital in northern British Columbia, probably in the Prince Rupert area. I concur in this recommendation.

There is an almost equally urgent problem in connection with trachoma control. The worst trachoma areas are situated in the interior, centered around Cranbrook, Kamloops and Williams Lake. The coastal Indians and the northern Indians are relatively free from this disease. Progress was being made in its eradication when Doctor Wall was active, but I fear the program now is totally inadequate.

A serious problem exists in regard to venereal disease, in the Prince Rupert area alone 42 Indian women having been named as sources of infection. The British Columbia health authorities have been urging the department to establish an isolation unit where a number of these women could be detained until they had received adequate treatment. In a recent report received it was pointed out that 50 per cent of the female inmates of Oakalla Prison were Indian women and that 86 per cent of these women had venereal disease. In a recent conference with the Chief Health Officer of British Columbia, Doctor Amyot, stated that there were increasing numbers of Indian women who were leaving their reservations and living immoral lives around the towns and cities of British Columbia. He strongly urged the department to consider the appointment of welfare workers for the Indians and stated that they had supervisory facilities and that they would be willing to cooperate in every way. There are many areas in British Columbia where we are completely lacking in any practical arrangement whereby the Indians receive medical care. The worst areas are the west coast of Vancouver Island and the northern portions of Stuart Lake and Babine agencies and the Stikine agency, including all of northern British Columbia.

A marked improvement of health services could be expected if we were able to improve and extend our nursing services. At present we have two full time nurses, one in the Duncan agency and one in the Vancouver Health Unit. In some areas in the Okanagan Valley and elsewhere we have arrangements whereby the local boards of health extend their public health nursing to Indian reserves. Such an arrangement is being contemplated in the Nanaimo area at present.

A large number of Indians in British Columbia accept seasonal employment in the hop fields and canneries. In general living conditions and sanitary conveniences are far from adequate. Following a visit to several hop fields and canneries in 1940 I conferred with the Honourable Dr. Weir, who was then the minister responsible, and with officers of his Department and this resulted in some improvement in certain canneries. Doctor Amyot has informed me that they are increasing their staff of sanitary inspectors and will endeavour to get the hop producers and canneries to improve conditions for the Indians employed.

From all the information available it is judged that there is a grave nutrition problem among a large portion of the Indians in British Columbia. Medical reports on Indians and particularly those in the north, lead me to believe that the majority of these people are suffering from nutritional deficiencies.

A number of hospitals in British Columbia have been demanding rates for treatment and care of Indians that are greatly in excess of any rates we are asked to pay elsewhere in the Dominion. They are out of proportion with what it costs us to run our own hospitals and the hospitals that are asking these rates are not equipped to give services similar to a large city hospital. In particular the hospitals of Nanaimo, Duncan, Port Alberni, Powell River and Creston are demanding \$3.50 per day, plus extra charges for ordinary hospital facilities such as drugs, dressings and laboratory procedures and \$10 charge for the use of the operating room. This raises the public ward rate to \$5 or \$6 a day for

ordinary cases. This is about double what we are called upon to pay elsewhere and leads me to believe that the department should consider establishing its own hospitals wherever it is practical.

With a view to improving health services in this province I would like to make the following recommendations:

1. That the position of senior medical officer for British Columbia be filled as soon as possible. The medical officer who undertakes this duty should be capable of supervising the trachoma program in the province, in conjunction with Doctor Barclay assist in our tuberculosis control program and assist the commissioner in medical administration.

2. Full time medical officers should be maintained at the following points: Prince Rupert, Vanderhoof, Williams Lake, Kamloops, Vancouver and Duncan. It will be noted there are established positions for Prince Rupert, Vanderhoof, Kamloops and Vancouver although only one at present is filled.

3. Nursing services should be extended so that all accessible Indian reserves should be visited periodically by a nurse with public health training.

4. Some trained welfare workers should be employed who would work in conjunction with the program established by the British Columbia health authorities.

5. Departmental hospitals should be established at Prince Rupert and at Duncan. These hospitals should be primarily for the care of tuberculous patients but should be so designed as to be able to care for our ordinary hospitalization in these areas, and for long term cases. Coqualeetza hospital should be extended by provision of a nurses' home, laundry and power house and a children's ward. Arrangements should also be made for adequate tuberculosis survey facilities, either for an arrangement with the province to conduct these surveys or by providing our own survey unit. It will be noted that if the department were to acquire the U.S. Army hospital at White Horse as has been suggested a number of Indians in remote northern sections could be treated in this hospital. This particular brief is drawn up just in connection with health problems in British Columbia, but what I say there will apply equally to any of the other provinces. It will be just different localities. I would be glad to try to answer any questions.

Mr. MacNICOL: Dr. Moore, you have been very frank and full in your explanations.

The CHAIRMAN: Are there any further questions of Dr. Moore.

Mrs. NIELSEN: In the brief which you have submitted have you estimated the cost of the extra services which you envisage?

Dr. MOORE: No, I have not. I have not gone into the costs. The cost of hospital construction varies greatly and you need an engineering service. We have been trying to keep informed as to what has been done in the establishment of military hospitals. There are many points I know of where there are good military hospitals which have been set up and fully equipped, and I have been hoping we might have the opportunity to inspect those and try to take some of them over. I submitted information regarding one to the minister's office recently, a 90-bed hospital at White Horse in the Yukon. The United States army are abandoning it this month or next month. We have nothing in that whole area of northern British Columbia and southern Yukon to care for Indians.

The CHAIRMAN: They are abandoning it next month?

Dr. MOORE: Yes.

The CHAIRMAN: How many beds?

Dr. MOORE: Ninety.



Mr. MacNICOL: If we are going to do it we should take it up before the frost comes.

Dr. MOORE: They are going to dismantle it in August unless some arrangement is made.

Mr. MacNICOL: The minister knows all about it?

Dr. MOORE: Yes, we have notified the minister's office regarding it. Of course, supposing we were to take that over tomorrow, we would be in a bad way as regards staffing it. It might be impossible to get a staff for it.

Mr. MacNICOL: You might have to put a caretaker in it for a year or two.

The CHAIRMAN: Any further questions?

Mrs. NIELSEN: I should like to ask a few more questions. I am sort of selfish to devote so much time to my part of the country, but I have had no opportunity to see the Indian people in the northern part of my riding because the only way of getting to it is by plane and I have had neither the money nor the time to get up there. I should like to know if you have any services up there at all? I know there are one or two Catholic missions up there. It is the extreme northwest corner of Saskatchewan.

Mr. MacNICOL: You have a doctor in Yellowknife who serves the reservations in east and west yellowknife. I was told he is a very excellent man but I suppose he has a town practice to look after.

Dr. MOORE: There are no facilities for travelling out where the Indians actually are.

Mr. MacNICOL: He would have to have a motor boat.

Dr. MOORE: The doctor at Yellowknife is not in our employ. We have a doctor at Resolution.

Mr. MacNICOL: I understood that the doctor at Yellowknife went out on the reservation?

Dr. MOORE: We pay him for services rendered. If he sees Indians we pay him.

Mr. MacNICOL: Is there a doctor on the reservation?

Dr. MOORE: No. This is in the northwest territories though that you are speaking of.

The CHAIRMAN: Mrs. Nielsen means in northern Saskatchewan.

Mr. MacNICOL: Mrs. Nielsen's riding does not go into the northwest territories.

The CHAIRMAN: The doctor is coming to that now.

Dr. MOORE: I must say on the whole our services there are inadequate. We have a doctor at Isle à la Crosse. He is a joint employee of the Department of Indian Affairs and the Saskatchewan government. We pay half his salary, and there is a mission hospital there. That is the only service north of Battleford.

Mrs. NIELSEN: What about Lac la Ronge?

Dr. MOORE: There is a nurse attached to the residential school at Lac la Ronge, and in various areas we give the missionaries a small stock of drugs and such first aid instructions as we can send out from here. I might say within the last four months Dr. Falconer and myself have completed a booklet that we have been complimented on. We tried to make it such that it would meet the problems of a dispenser on an Indian reservation. We put it in simple language, non-medical terms and called it "A Guide for Drug Dispensers". We sent that out, outlining in simple terms the treatment of ordinary sicknesses. One of our problems, of course, always is that someone sends in word of a seriously ill Indian, "Send an airplane at once". Too often somebody wants a ride out as much as the sick Indian.

Mr. Ross (*Calgary East*): There are a number of questions I should like to ask but it is getting too late now. It seems to me that an inquiry should be held into the whole subject of Indian affairs to ascertain what, if anything, can be done in the way of helping them.

Mrs. NIELSEN: Set up a special committee.

Mr. Ross: Yes, so as to find out what should be done that we are not now doing. Perhaps there should be a board of Indian affairs consisting of persons outside the service as well as those within the service to advise the government on what would be the proper thing to do. However, at the present time I feel that a committee of the House of Commons with powers to call witnesses and to go into the matter very thoroughly and make recommendations to the House of Commons would be in order.

Mr. MacNICOL: I suggested that a couple of years ago.

Mr. Ross (*Calgary East*): I think it would be very helpful, to examine the policy and settle the policy. I think it would be welcomed by the minister and by the officers here so that we can lay down a definite policy of the future.

Mrs. NIELSEN: I am of the opinion that the minister must have great difficulty in having a department which has so many various concerns. It seems to me that this department of Indian affairs ought to be one separate department.

Dr. MOORE: We deal with every problem from before they are born until after they are dead, the whole gamut of human relations.

Mr. MacNICOL: The department has been starved for the want of money to carry on.

The CHAIRMAN: Any further questions?

Mrs. NIELSEN: I would certainly like to second the motion.

Mr. ALLAN: I think we are about to adjourn.

The CHAIRMAN: Yes.

Mr. ALLAN: As to how we came to be here in the first place I think we owe it to yourself, Mr. Chairman, or your steering committee.

The CHAIRMAN: The steering committee.

Mr. ALLAN: The steering committee. I want on my own behalf, and I am sure on behalf of the other members of the Indian affairs administration, to thank you for the opportunity, and for the extreme courtesy and helpfulness which you have shown to us. Speaking for myself I came over here with some feelings of trepidation. I had visualized that this committee would tear the hide off Indian affairs administration. I had the idea in the back of my head that possibly unknown to us, and sometimes not unknown to us, we were being very severely criticized for our conduct of the department, and that we were going to be taken to task for the many things we hear of, some of them things which appear inconsequential, not of themselves, but because of the relationship that they bear to things that appear to us to be of prime importance in the administration and pursuit of our duties.

I think that the gentlemen who have attended here with me will agree that whatever the result of this may be it has been very helpful to all members of the administration who have sat through it. We are very prone possibly to regard ourselves as a little side show of government. I know we are very earnest in our work; we are very conscientious in our work, and I did not come here to toot our own horn either. Even if nothing should come out of this we are thankful for the opportunity which you have given us to give you a glimpse into what we regard as the important things in Indian administration.

I have listened to presentations by men outside my own service as though I were listening to strangers. We are not close enough to each other. I am quite familiar with Dr. Moore's work because he has been in the limelight

in the department quite prominently in this nutrition work. As to Miss Moodie's work we knew it was going on. I wish right now to compliment Miss Moodie on the splendid presentation she made to your committee. I learned a great deal from her presentation myself, and I have been associated with the department for six or seven years. As to Mr. Hoey you did not get him mad enough. He is an Irishman and if you had got him aroused he would have given you a real talk on Indian education which I know he lives every day of his life.

Mrs. NIELSEN: I wish we had known that sooner.

Mr. ALLAN: But what I got up to say—and I am speaking too much—is to thank you, Mr. Turgeon, and your committee, for the opportunity you have given us and for the very sympathetic and understanding reception we have had from your committee.

The CHAIRMAN: I was just going to mention the great debt of thanks that we, as members of the House of Commons working as an established committee, owe to these men and one woman, Mr. Hoey, Mr. Allan, Dr. Moore, Mr. MacInnes and Miss Moodie, for the enlightenment they gave to us to-day. I not only express thanks to you on behalf of the committee but I throw out a suggestion to the whole House of Commons, particularly to the government part of it. I am convinced by the two days we have had with these gentlemen of the Civil Service, departmental officials, that it would do much to promote public welfare if there were a closer relationship, a more intimate relationship, between the government, the House of Commons, and departmental officials. In a country such as ours the work of parliament and the work of government is carried out through officials, and it is all very closely related; one depends on the other, and the work of either is affected by the work of the other. I as chairman of the committee and naturally as a member of the steering committee who brought about the invitation for you to be with us am extremely gratified by the results obtained, and I appreciate this representative delegation of departmental officials who have come to appear here before this House of Commons committee. I feel that nothing but good will come of it; and I hope that the precedent that we have set, if it is a precedent, in the last few days will be taken up by other parliamentary groups and by other departments of the government as well.

I want to express thanks and appreciation to each of you who gave evidence to us to-day; also to Mr. Ford Pratt, Secretary to the Minister who has stuck throughout the hearing with us; and through you to the Minister and all other members of the department charged with the administration of Indian Affairs.

Mr. MACNICOL: As the only member of the opposition who has sat through this I want to say a word too.

Mrs. NIELSEN: Do you not include me as one of the opposition also?

The CHAIRMAN: There is no opposition in this committee.

Mr. MACNICOL: Pardon me, I should have said as the only member of the official opposition. I am very much pleased with the information that has been imparted not only to us but through press reports throughout the country. Ever since I have come into the House of Commons Indian Affairs seems to have had very little show. I have always taken a very vigorous stand in connection with Indian affairs whenever opportunity presented itself. The opportunity has not presented itself on many occasions because the estimates are brought down on the last days of the session, almost the last hours of the session, and we vote them through without investigation or any report aside from what the minister makes when he brings in his estimates.

I have visited many of the reserves sincerely inquiring into what can be done to improve them. What these witnesses have placed before us bears out



what I have found myself; that teaching, the educational system, is not what it should be; that the accounting system is not what it should be; that the nursing system and the training generally is not what we would like it to be. And I say, as I have said before, it is because the estimates have been starved, and due to the way in which the estimates have been brought down at the last minute of the Session we have never had the evidence on which to give this matter adequate consideration.

I mentioned some four years ago that a committee should be set up just as Mr. Ross stated to-day, to summon interested parties, including Indian Chiefs from the reserves and Indian agents and others who could give us advice; not for purposes of criticism; we all know that you are doing the best work that you can do with what you have to do with; but I do think we should have a parliamentary committee on Indian Affairs so that we could give something like adequate consideration to this important matter.

And Mr. Chairman, I want to thank you personally for having invited these men here. I think you perhaps had more to do with it than anyone else.

The CHAIRMAN: Mrs. Nielsen, as the only lady member of this committee I think you ought to say a word.

Mrs. NIELSEN: I think, Mr. Chairman, that possibly I have said too much. Perhaps as a squaw I am not supposed to talk too much. I feel that I already have taken up too much time. I would like to assure the departmental officials who have made their submissions that members of the opposition are not always looking for criticism, they do sometimes try to be helpful. Such criticism as we have raised has only been with a view to helping the Indian people to help themselves, and also to enable us to get a better understanding of the administrative problem.

The CHAIRMAN: The committee stands adjourned until the call of the chair.

The Committee adjourned at 5.45 o'clock p.m. to meet again at the call of the chair.







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Canada: Reconstruction & Re-establishment  
DEPT. OF POLITICAL SCIENCE  
UNIVERSITY OF TORONTO  
1944

DEPT. OF POLITICAL SCIENCE  
UNIVERSITY OF TORONTO  
( SESSION 1944  
HOUSE OF COMMONS )

( SPECIAL COMMITTEE

ON

RECONSTRUCTION AND RE-ESTABLISHMENT

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 10

WEDNESDAY, JUNE 21, 1944

WITNESSES:

- Mr. Ernest Fosbery, President, Royal Canadian Academy of Arts;
- Mr. Ernest Cormier, Montreal;
- Mr. Forsey Page, Toronto;
- Mr. John Coulter, Toronto;
- Sir Ernest MacMillan, Toronto;
- Mr. Garnard Kettle, Toronto;
- Miss Elizabeth Wood, Toronto;
- Mr. Herman Voaden;
- Mr. Marcus Adeney;
- Mr. J. R. Baxter, Ottawa.



## MINUTES OF PROCEEDINGS

WEDNESDAY, June 21st, 1944.

The Special Committee on Reconstruction and Re-establishment met this day at 11 o'clock a.m. Mr. J. G. Turgeon, the Chairman, presided.

The following members were present:—Messrs. Bence, Castleden, Dupuis, Eudes, Gillis, Mackenzie (*Vancouver Centre*), MacNicol, McDonald (*Pontiac*), McNiven, Nielsen (*Mrs.*), Poirier, Purdy, Quelch, Rickard, Ross (*Calgary East*), Ross (*Middlesex East*), Sanderson, Turgeon and Tustin.—19.

The Chairman introduced the following representatives of sixteen cultural societies in Canada:—

Mr. Ernest Fosbery, President, Royal Canadian Academy of Arts; Mr. Ernest Cormier, Montreal; Sir Ernest MacMillan, Toronto; Mr. Forsey Page, Toronto; Mr. John Coulter, Toronto; Mr. Garnard Kettle, Toronto; Miss Elizabeth Wood, Toronto.

Mr. John Coulter presented a brief, and the above mentioned delegates together with Mr. Herman Voaden, Mr. Marcus Adeney and Mr. J. R. Baxter were called and examined.

The Chairman had to leave on account of illness and Mr. McDonald (*Pontiac*) presided for the remainder of the meeting.

On motion of Mr. Castleden it was ordered that the supplementary briefs presented should be printed in the evidence. These appear as follows:—

Brief of Royal Academy of Arts.—Appendix "A".

Brief of Sculptors' Society of Canada.—Appendix "B".

Brief of Royal Architectural Institute of Canada.—Appendix "C".

Brief of Canadian Society of Painters in Water Colours.—Appendix "D".

Brief of Society of Canadian Painter-Etchers & Engravers.—Appendix "E".

Brief of Canadian Group of Painters.—Appendix "F".

Brief of Canadian Society of Graphic Art.—Appendix "G".

Brief of Federation of Canadian Artists.—Appendix "H".

Brief of Canadian Authors' Association.—Appendix "I".

Brief of A Committee of Musicians.—Appendix.—"J".

Brief of Canadian Society of Landscape Artists.—Appendix "K".

Brief of Dominion Drama Festival.—Appendix "L".

Brief of The Canadian Handicrafts Guild.—Appendix "M".

Brief of Canadian Guild of Potters.—Appendix "N".

Brief of The Arts and Letters Club.—Appendix "O".

Mr. MacNicol moved, seconded by Mr. McNiven, that a vote of thanks be tendered to the witnesses for the excellent presentation they made. This was unanimously adopted.

Mr. Fosbery thanked the Committee for the opportunity given them to present their views and for the interest and attention displayed by the Committee.

The Committee adjourned at 12:45 p.m. to meet again at the call of the Chair.

J. P. DOYLE.

*Clerk of the Committee.*





## MINUTES OF EVIDENCE

HOUSE OF COMMONS,

June 21, 1944.

The Special Committee on Reconstruction and Re-Establishment met this day at 11 o'clock a.m. The Chairman, Mr. J. G. Turgeon, presided.

The CHAIRMAN: Ladies and gentlemen, we are ready to proceed. Before dealing with the matters which are before us to-day may I on behalf of the committee as chairman say a word of appreciation for the work done for us by the clerk and the official reporters. I know that we have always appreciated these services in the past but this matter was strongly brought to our attention at the last meeting when we sat almost continuously throughout the forenoon and the afternoon, and in spite of the shortage of help the work done for us by the official staff, including the official reporters, was a great job. I know you would like to make that expression of appreciation to those officials to-day.

To-day we have with us the representatives of various cultural societies of Canada. These bodies include some sixteen groups, and they were able to do what we who are in public life sometimes cannot do—they were able to get together and prepare a brief which will be presented to us and which is a summarization of the views of these sixteen organizations. I shall introduce the ladies and gentlemen who are officially present:—

Mr. Ernest Fosbery, President, Royal Canadian Academy of Arts, who had a great deal to do with the creation of the summary, and who asks that the report be read by Mr. John Coulter of Toronto; Mr. Ernest Cormier of Montreal; Sir Ernest MacMillan of Toronto; Mr. Forsey Page of Toronto; Mr. Garnard Kettle of Toronto; Miss Elizabeth Wood of Toronto, who is Chairman of the Executive Committee, and who carried out this work of consolidation at the suggestion of Mr. Ernest Fosbery.

Apart from these ladies and gentlemen there are others here this morning who will be heard from as we proceed.

I should like to express my regret to the delegation that I shall not be able to remain throughout the whole proceedings and I would ask them not to misunderstand me if I leave the meeting in a short while because I have some important work which I must do this morning. So if I walk out in the middle of the reading of your brief or while you are answering questions please do not take it as any act of discourtesy. Mr. Coulter, will you read the brief please.

Mr. JOHN COULTER:

### BRIEF CONCERNING THE CULTURAL ASPECTS OF CANADIAN RECONSTRUCTION

Being a summary of fifteen briefs presented to the Special Committee on Reconstruction, House of Commons by:

*The Royal Canadian Academy of Arts*, established by Act of Parliament in 1882. Its objectives are: The encouragement, improvement, and cultivation of the arts of painting, sculpture, architecture, etching, engraving and design as applied to the industrial arts and manufactures, and the promotion and support of education in all such arts.

*The Royal Architectural Institute of Canada*, granted a dominion charter in 1908. Its objectives are: The encouragement of good architecture throughout

Canada; the maintenance of high standards of training in architecture and of ethics in the profession.

*The Sculptors' Society of Canada*, granted a dominion charter in 1932, for the cultivation of the art of sculpture; the holding of exhibitions in Canada and elsewhere; and to act in an advisory capacity for the erection of public memorials.

*The Canadian Society of Painters in Water Colour*, granted a dominion charter in 1936. Its objectives are: to foster water colour painting in Canada; to arrange for current and permanent exhibitions, lectures and classes; to make international collections of paintings, related literature, samples and records; to publish and distribute the same; and to co-operate with other societies of similar aims.

*The Canadian Society of Painter-Etchers and Engravers*, founded in 1917 and granted dominion charter in 1934. Its objectives are the promotion of the art of fine hand printmaking and the exchange of knowledge and experience.

*The Canadian Group of Painters*, incorporated in 1936, for the promotion of closer co-operation among Canadian artists who express kinship in their interpretation of the Canadian environment; and for the improvement and cultivation of such interpretation.

*The Canadian Society of Graphic Arts*, incorporated in 1933, for the encouragement of original graphic art (including advertising art, book and magazine illustration and industrial design); the provision of facilities for the practical study thereof; and the dissemination of useful information pertaining thereto.

*The Federation of Canadian Artists*, formed in 1941. Its objectives are: To unite all Canadian artists, critics and related professional workers in promoting common aims; to express the artist's point of view in the national life; and to encourage public support for galleries, museums and organizations connected with art.

*The Canadian Authors' Association*, formed in 1921 for mutual benefit; the protection of the interests of Canadian authors; and for the maintenance of high ideals and practice in the literary profession.

*La Société des Écrivains canadiens*, fondée en 1936 pour grouper en association les écrivains canadiens-français en vue de servir et défendre la littérature canadienne.

(*La Société des Écrivains Canadiens*, founded in 1936 to unite in one association the French-Canadian writers for the purpose of promoting and protecting Canadian literature.)

*The Music Committee*, formed on invitation of the President of the Royal Canadian Academy for the purpose of participating in the presentation of this brief. Its object is to set forth proposals relating to music in national reconstruction. These proposals are supported by the Canadian Performing Rights Society and the Federation of Canadian Music Teachers.

*The Canadian Society of Landscape Architects and Townplanners*, founded in 1934, for the purposes of: promoting the arts of landscape architecture and town planning; of affiliating those who, by profession or in public service, have similar aims; and of providing an authoritative source of information concerning these arts in Canada.



*The Dominion Drama Festival*, granted a royal charter in 1938. It is devoted to the promotion and encouragement of community drama throughout Canada.

*The Canadian Handicrafts Guild*, incorporated by dominion charter in 1906, has branches and affiliations throughout Canada. It is a benevolent association for encouraging Canadian handicrafts.

*The Canadian Guild of Potters*, organized in 1936. Its objectives are: The improvement of standards in Canadian ceramics; the utilization of Canadian clays and other materials; the development of public taste as pertaining to the ceramic arts and industries; and co-operation in similar projects.

*The Arts and Letters Club*, founded in 1908. Its object is to promote the arts of literature, architecture, music, painting, sculpture and drama.

## THE SUMMARY

### *Key Position in Economic Structure*

The creative arts stand in a key position in the economy of the whole nation.

The influence stems from the fine arts, extends into commercial works, and has ramifications throughout the trades and services.

Manufacturing is as dependent upon design as upon capital, labour and raw materials. Construction, which is possibly the greatest single source of employment, is dependent upon the architectural arts. The printing and publishing services are dependent upon journalism and illustration. The radio, and all it implies in the way of technical employment, business promotion and public welfare, can function only because of literary, musical and dramatic talents. Transportation and tourism, agriculture, mining and the distribution of the natural resources are tied up less obviously, yet actually, through advertising, with artistic energy.

The essential sources of all these activities should be a vital governmental concern. The absorption of large numbers of men and women into fields related to the arts, would help materially in securing full employment in the post-war period.

(NOTE.—A supplement to this brief gives statistics indicating the spread of artistic influence into mass employment.)

### *Promotion*

In no country is less consideration given to artistic matters than in Canada. This situation could be cured by deliberate intention and action. Such has been done in numerous modern states.

For nearly a hundred years France has hinged her internal welfare and her foreign prestige upon a plan of promotion for her designers. Every original thinker, from dressmaker to building engineer, has found, not only opportunity, but promotion through public interest. Within the past quarter century Sweden projected an idea through a national slogan: "Art in everyday things." To this slogan all industry, building and the transportation services rallied. It enlivened every activity and made Sweden a world cultural power. In Denmark the government activated her industries by subsidies to manufacturers for the specific purpose of promoting original design as a national asset. More recently, even in war time, the British parliament has voted large sums for the encouragement of music and the arts with the intention of fulfilling the concept expressed in the new national slogan: "The best for the most."

Through similar government encouragement Canada, with her vast natural resources, could achieve a proud culture as well as a unique world position in industrial development and export. The example of Quebec in endowing her

artistic talent, during their educational years, is an inspiration to all Canada. Post-educational opportunity for these, as for all students, is a national responsibility.

### *Distribution of Opportunity in Canada*

There is need for a wide distribution throughout the whole nation of some things which are, at present, accessible only to the few. Millions of persons living in Canada have never seen an original work of art, nor attended a symphony concert or a professionally produced play. Millions have opportunities neither for realizing their own talents nor for achievement in post-educational fields. On the other hand, thousands of professional, creative minds enjoy a field so limited that they are forced into activities unsuited to their talents. Thus energies are consumed in frustration.

Yet stability is achievable by properly co-ordinated planning. By federal initiation all hands could be brought into the service of the state, for the welfare of the people, in peace as they are in war.

### *The Face of Canada Abroad*

External policies are effective in relation to non-political concepts. Before the world and before history no country can afford to ignore its cultural prestige. Canada, as a nation, has not yet taken cognizance of the cultural aspects of its place in world affairs. It should honour its best talents at home and promote them abroad.

### *The Method*

The initiation, by the government, of a way of thought among the Canadian people would create a vast enlivening movement. The spending of money would be necessary, but a most important stimulus would lie in the *attitude* of the government to cultural activities, as shown by works, by publicity and by acknowledged interest.

Towards transition from a war-time to a peace-time economy a program of cultural development is submitted:—

### *Programme for Reconstruction and Re-establishment*

(For purposes of convenience this summary is divided into three parts: I. Government Body; II. Community Centres; III. The Arts in National Life.)

#### I. GOVERNMENTAL BODY

*Governmental Body.*—The setting up of a governmental body for the supervision of all cultural activities; as a focal and radiating point for matters of creative consequence; as an information centre; as a gate of approach by institutions and organizations for a direct hearing on all matters pertaining to their projects. This should be concerned, not only with the visual fine arts, but with the affairs also of the architectural, the literary, the musical, the industrial, the dramatic and the craft arts as well as with everyday aesthetic values pertaining to the consumer. The artistic professions, no less than other primary producers, have need, from time to time, of legislation, a place of consultation and of protection. For all this there is now no adequate office.

While opinions vary on the particular set-up, all are agreed that such a government body should be established as soon as possible.

#### II. COMMUNITY CENTRES

*Community Centres.*—There are two urgent and basic reasons for the wide establishment of community centres.

- (a) *The opportunity they provide to achieve Canadian unity through the arts.*

It is necessary to distinguish between education proper, which is a provincial matter, and a national culture.

Educational systems vary from province to province and in some cases differ considerably, so that cultural unity, over and above whatever diversity exists, becomes a necessity.

This can be achieved through the arts alone.

The arts, being universal, transcend racial, political and economic differences and class interests as well as sectional prejudices.

So it is concluded that Canadian unity can be promoted through the arts. This is one of their important functions to-day in Canada.

(b) *The social benefits accruing from such centres.*

Many of the people in our rural and remote districts suffer from loneliness and a sense of frustration. This the community centre should meet and overcome. If hundreds of centres can be built up and down the land, and if the government will provide citizenship and cultural services for them, we shall keep our rural and frontier communities stable and content. In halls where there is light and warmth and fun and worthwhile activity there will be relief from monotony, from boredom and loneliness. The drift of population from the smaller to larger communities will be checked.

Being happier, our people will be more productive. In industry this is a fact proven by extensive scientific research.

Many of the leisure activities of the neighbourhood can be integrated at the centre.

A better understanding between the different parts of Canada; between urban and rural areas; between west and east; between French and English sections of the country could be achieved in these community centres by a directed program for citizens' forums and adult education groups, by lectures and exhibitions designed to explain one community to another, and especially by travelling plays, music, films, and art exhibits—since art is the best road to understanding.

With these two approaches in view, the following plan is submitted as one of the most inclusive and far reaching methods of integrating the arts with the life of the Canadian people.

*Plan.*—The initiative in building these centres should come from the communities or parishes themselves if they are to succeed. The procedure followed in encouraging vocational education might be used; the federal government to set aside the sum of ten million dollars (\$10,000,000), from which any community, no matter what its size, would be entitled to a grant to assist in the building of such a centre, provided that the community and the province are prepared to contribute on an established pro rata basis.

The government body in charge of this project should try to interest at least twenty-five cities in the erection of major community centres.

These major centres might include all or some of the following:

- (a) An art gallery, for all kinds of exhibitions, including the crafts; a craft work shop; work shop with equipment for lithography, silk screen prints and mural paintings, etc.; rooms for children's work and art teachers' classes; storage, assembly and packing rooms, and the necessary offices.
- (b) A library, municipal library in larger centres. Smaller centres and rural districts to be served through county or regional libraries as proposed by the Canadian Library Council.
- (c) A large auditorium designed and equipped for drama, ballet, orchestra and concerts of all kinds. Films, lectures and meetings of all kinds could be held in this hall.



Each centre would cost from \$250,000 up, of which sum at least half would be borne by the federal government.

An endeavour should be made to have at least fifty centres built in smaller cities with the facilities mentioned above, but on a reduced scale. Recreational facilities might also be provided for these centres.

Each centre would cost from \$50,000 to \$100,000.

Finally, at least 500 centres should be built in the smallest communities, costing approximately \$20,000 each, designed to meet the needs of the particular locality.

These centres would serve the cultural life of the community beyond that of the educational system, and each one would be a distributing centre for the district, that is, to factories, clubs, schools and to rural communities.

The auditoriums, if properly equipped, could be used by local groups for Little Theatre performances as well as Dominion Drama Festival competition performances. (*See brief by Dominion Drama Festival.*)

Each centre should be embellished with permanent artistic installations, including murals, etc.

The total cost of this program to the government would be ten million dollars (\$10,000,000).

*Activities.*—In the centre serving the smallest community, social activities and sports may have to be provided for; in larger communities other facilities will be available for this type of recreation, and the need for such provision is not so urgent.

But even in the smallest community, activities which promote better citizenship and which will enrich the cultural and post-educational life of the community must be the core of the centre's program. Otherwise the hall becomes merely a social and sports hall.

The experience of United States and Great Britain shows that if the centre is to play this larger role it must have central direction and support. Without services the community centre becomes sterile.

*Services.*—There are at present three national services which should function through all of these cultural centres.

The government body recommended in part I, page 4, should be the organization to co-ordinate these three services. It would have the added advantage that music and dramatic services would be under its jurisdiction.

1. *National Gallery.* A very large extension of its services would be necessary to assemble hundreds of exhibitions of many kinds and to schedule these through the centres.

This will necessitate an increase in its staff—including field workers and lecturers—and a large increase in its yearly grant. A new national gallery built with adequate storage, assembly and shipping space, repair work shop, offices and galleries will also be necessary to carry out such an enlarged program. The handicrafts would require central offices and storage, etc., which should be provided for in the new national gallery building. (*See statement by Canadian Handicrafts Guild.*)

2. *The National Film Board.* The film board could readily extend its circuits and services to take in these community centres. It would require a small room in each centre for equipment and repairs.

3. *The Canadian Broadcasting Corporation.* It could plan and schedule live concerts and plays of all kinds, lectures, etc. A special staff within the corporation would be essential for this purpose. But in addition to these three services it would be necessary to provide entertainment and concert units for the centres. Such units could travel in trucks and buses, as do the players and musicians sent out to small communities in Great Britain by the council for the encourage-

ment of music and arts. The Arts and Letters Club proposal to employ men and women rehabilitated from the armed services in such units offers a definite program to build up these entertainment services over a period of four years.

*Operational Costs.*—Grants-in-aid would have to be made to assist in the maintenance and operation of community centres, if they are to have the worthwhile recreational and cultural functions described above. Libraries need the services of trained librarians; art galleries, theatre and concert halls require permanent staffs.

Some idea of the annual cost of libraries alone is given by Dr. Sanderson, Chief Librarian of the Toronto Public Libraries, in his report "Libraries in the Post-War World."

*The Need for a Survey.*—It is suggested that the government provide a grant of \$25,000 for a survey of the community centre situation in Canada to-day and to study the needs of communities which are considering building such centres. The results of this survey should be published in a handbook available to all interested organizations. (See briefs by the Arts and Letters Club and the Federation of Canadian Artists.)

### III—THE ARTS IN NATIONAL LIFE

Original thought and creative activity are major natural resources. The wider distribution of the amenities within Canada and without, implies a positive encouragement of the sources of the arts.

The artists as producers; the influence of the arts in national welfare, in commerce and in public relations; the central institutions which serve both artist and public—all these should be given the attention their importance warrants.

The degree of cultivation of the arts is reflected in the quality of public works and in habits of national thought.

Works of development are here proposed:

1. *Land Improvements.*—The health and well-being of the entire population are vitally affected by facilities for both active and passive recreation. These include the conservation of natural parklands, and the planning, development and treatment of other open spaces by:—

- (a) The laying out and planting, under professional supervision, of nationally-owned parks, approaches and areas.
- (b) The building of parks, children's playgrounds and recreational grounds and the embellishing of these places with such functional and decorative structures as are suitable.
- (c) The establishment of well-distributed botanical gardens.

The landscape arts employ very large numbers of skilled and unskilled labour and their influence extends into the construction and agricultural trades.

(See memorandum by Canadian Society of Landscape Architects & Town Planners.)

2. *Housing and Town Planning.*—(a) The proposals for housing previously submitted to the Advisory Committee on Reconstruction by the Royal Architectural Institute are endorsed.

(b) Scientific city planning or replanning should be encouraged. The properly planned city embraces all the arts. A first step should be slum clearance.

(See memorandum by Canadian Society of Landscape Architects & Town Planners.)

3. *National Institutions*.—Central institutions and services which function throughout the whole fabric of Canadian cultural life should have greatly expanded facilities, and new institutions should be initiated for services not now available.

- (a) *National Orchestral Training Centre*.—The establishment of national orchestral training centre.

In countries where music has become essential in the daily life of the people governments have led the way by subsidies and national music centres.

The amazing growth of interest in music across the dominion calls for government recognition of music as one of the most important factors in Canada's future well-being and development.

A national orchestral training centre for the training of players, composers, and conductors, together with financial assistance to provincial orchestras on a pro rata basis to local grants, would not only provide permanent employment for many musicians but raise the standard of Canada's artistic life and appreciation.

(See brief submitted by Music Committee.)

- (b) *State Theatre*.—The establishment of a state theatre for professional musical and dramatic productions. This could be supplemented by a chain of regional theatres, financed by federal government assistance under arrangements with municipalities which would undertake to manage and maintain them.

(See statements by the Music Committee and the Dominion Drama Festival.)

- (c) *National Library*.—The establishment of a national library at Ottawa for circulation of books in Canada and for the sending of the best Canadian books to public libraries in other countries to create a better understanding of Canadian life.

(See statement by the Canadian Authors Association.)

The method of service proposed by the Canadian Library Council is endorsed.

- (d) *National Gallery*.—The extension of the National Gallery by the erection of a larger and fireproof building to house the national collections, and the increase of its grant for information services, travelling exhibitions, etc. The Miers and Markham Report (1932) on the museums of Canada says: "Taking Canada as a unit, it is a most extraordinary fact that less is spent upon the whole group of 125 museums than is spent upon one of the great museums in Great Britain, Germany, or the United States. . . . Both Great Britain and the United States spend 14 cents per head on museums and art galleries; Canada less than 5 cents per head per annum."

(For detailed proposals about housing the national collections see brief by Royal Canadian Academy.)

- (e) *National Archives*.—The enlargement of the National Archives to give greater exhibition and filing space as well as increased information services.

(See briefs by Royal Canadian Academy and Sculptors' Society of Canada.)

- (f) *King's Printer*.—The extension of the services of the King's Printer by up-to-date publicity for works published, such as reports on art, music, ethnology and crafts issued by the Department of Mines, and historical booklets issued by the National Archives.



(g) *National Film Board*.—The continuation and extension, as a peace-time service, of the activities of the National Film Board, now functioning under the Department of War Services.

(h) *Chartered Associations*.—The adequate support of associations which serve the public by:—

(1) Some of the participating organizations suggest that grants be made to those bodies which have, by Act of Parliament or charter, definite responsibilities for public service, and the granting of subsidies to any federally chartered, cultural association which is, by constitution and activities, able to stimulate employment and high living standards. The Royal Canadian Academy requests an increase of its grant.

(2) Orchestral subsidies for a national orchestral training centre on a pro rata basis as outlined in part I (a) music brief.

(See briefs by the Royal Canadian Academy, The Canadian Society of Painter-Etchers and Engravers, The Canadian Society of Painters in Water Colour and the Music Committee.)

4. *Industrial Art*.—The improvement of industrial design by:—

(a) The enactment of laws securing effective protection for Canadian designers.

The copyright laws, as laid down in the Berne Treaty, protect, in theory, the artist who is author of a design. In actual practice there is still widespread piracy and plagiarism of designs, (1) from countries which were not signatories to the treaty, and (2) from countries where the designers are too remote to make effective protest.

The effect upon the Canadian designer is not so much that his designs are stolen, as that this easy way of design importation mitigates against the employment of Canadians or reduces employment to the irregular and ignoble task of adapting the designs of others.

The effect upon the export trade in manufactured articles is that, with its high production costs, Canada cannot compete with other countries in lines of similar design. It could do so with unique, high standard designs.

Legislation to encourage original industrial design might consist of the requirement that all merchandise be marked with the name of the designer. This would be no more difficult of application than the law now requiring certain imported merchandise to be marked with the name of the country of origin.

(b) *Tax Exemptions*: (1) Tax relief for industrial art industries to encourage Canadian design. (2) The use of some portion of excess profits for the preparation of plans for post-war projects.

(See brief by the Royal Architectural Institute.)

(c) Adequate aid for research in industry with a view to closer collaboration of the Canadian designer and manufacturer.

(d) The extension of facilities for technological training in industrial design.

(*Re Industrial Design*, see statements by Royal Canadian Academy, Royal Architectural Institute, Canadian Society of Graphic Arts, Sculptors' Society of Canada, Canadian Painter-Etchers and Engravers, Canadian Group of Painters, Canadian Guild of Potters, and Canadian Society of Painters in Water Colour.)

5. *Development and Research*

(a) Exploration and development of ceramic clay belts for commercial use and the development of other natural resources useful to the art industries.

(b) Greater facilities for technological research and experiment related to art in industry, the craft ends of art and all matters useful to the arts.

- (c) Discovery of talent by national competitions in music and the other arts.
- (d) National prizes and scholarships for the study of fine and applied arts; and maintenance and tuition of music students.

#### 6. Immediate Re-establishment

- (a) *Re-establishment in the Applied Arts.*—The absorption of much man- and woman-power released from factories, and other war services, could be accelerated by action to make the home and studio crafts economically secure by:—
  - (1) Government loan or subsidies to small art industries and craft co-operatives.
  - (2) The enlargement, within the existing educational system, of facilities for advanced craft training. This could be done by arrangement with provincial departments of education, as is now done in regard to vocational training generally.
- (b) *Re-establishment in Community Service.*—The re-establishment of service personnel in undertakings to provide services for the community centres.

(See Arts and Letters Club Brief.)

#### 7. Promotion

- (a) *National Information.*—Public information services for the enlightening of the people about cultural matters, the arousing of interest in Canadian achievement and the stimulation of effort. An information bureau, as suggested in the brief submitted by the music committee would cover all the arts in this essential service.

The use of popular slogans as, for instance, the Swedish "Art in everyday things" and the British "The best for the most" is recommended as a means of rallying general interest in the arts.

- (b) *Foreign Relations.*—National art should be used as an ambassador of goodwill.

The United States, through its Committees for Cultural Relations, a branch of the State Department, is active on the foreign field.

Great Britain, through the British Council, a branch of the Foreign Office, is using cultural relations as part of its diplomacy. For this the British parliament voted eight million pounds in 1943.

The Soviet nations, through their embassies, through Councils for Friendship and through special missions, are seeking to establish world-wide cultural goodwill.

Canada, as a nation, has no policy in such matters. The few exhibitions and specially planned broadcasts that issue from this country are far from adequate. We receive more than we give. (We do commend, however, the efforts of the National Gallery for many years along these lines.)

If it be within the powers of the Special Committee on Reconstruction, it is urged that they recommend not only an extension of exhibitions, concerts, and gifts of major works of art to other countries, but a definite policy of projecting the Canadian personality abroad by every possible method. This should be begun now.

#### Conclusion

The associations participating in this brief, aware as they are, that the primary concern of the Reconstruction Committee is the consideration of employment in the post-war years, are of the opinion that in initiating projects, whether as a result of proposals offered herein, or any others, the department of reconstruction should consider their cultural and permanent value to the country.

All of which is respectfully submitted,

Ernest Fosbery, President, Royal Canadian Academy of Arts.

Forsey Page, President, The Royal Architectural Institute of Canada.

Florence Wyle, President, The Sculptors' Society of Canada.

Caven Atkins, President, The Canadian Society of Painters in Water Colour.

Nicholas Hornyansky, President, The Canadian Society of Painter-Etchers and Engravers.

Isobel McLaughlin, President, The Canadian Group of Painters.

Laurence Hyde, President, The Canadian Society of Graphic Arts.

Lawren Harris, President, The Federation of Canadian Artists.

John Murray Gibbon, Hon. President, The Canadian Authors' Association.

Norman Wilks, Chairman, The Music Committee.

L. A. Dunnington-Grubb, President, The Canadian Society of Landscape Architects and Townplanners.

H. C. Osborne, President, The Dominion Drama Festival.

John Murray Gibbon, President, The Canadian Handicrafts Guild.

Kathleen Towers, President, The Canadian Guild of Potters.

G. T. Pepall, President, The Arts and Letters Club.

Msrgr. Olivier Maurault, C.M.G., Président, La Société des Écrivains Canadiens.

and endorsed by the Canadian Trades and Labour Congress.

## SUPPLEMENT

Statistics indicating the spread of influence of the arts into mass employment. (These numbers are based upon official figures and careful estimates.)

### 1. *The Pictorial Arts, etc.*

The Royal Canadian Academy, 114 members plus 118 non-member exhibitors (1943).

The Federation of Canadian Artists, 404 members.

The Canadian Group of Painters, 45 members plus 20 non-member exhibitors (1944).

The Canadian Society of Painter-Etchers & Engravers, 52 members plus 40 non-member exhibitors (1944).

The Canadian Society of Graphic Arts, 58 members plus 45 non-member exhibitors (1944).

The Canadian Society of Painters in Water Colour, 39 members plus 160 non-member exhibitors (1944).

Plus provincial and local groups—hundreds (some provincial associations, such as the Ontario Society of Artists, etc., are very influential groups).

Labour: Thousands of persons occupied in the manufacture of paints, canvas, composition boards, paper and the various supplies and services required by the pictorial arts.

Galleries: Exhibitions employ numerous gallery attendants, packers, carpenters and other workmen. 127 museums in Canada open to the public (not including commercial galleries).

### 2. *The Construction Arts*

The Royal Architectural Institute, 950 members plus hundreds of designers, draftsmen, students and assistants in the offices of registered architects or industrial firms.

Labour: The building trades and allied industries are possibly the greatest single source of employment in the nation.



The Canadian Society of Landscape Architects & Town Planners, 16 members.

Labour: Projects such as public garden-parks employ thousands of masons, pavers, gardeners and other workmen. Scientific town planning would engage many more thousands.

The Sculptors' Society of Canada, 12 members plus 13 non-member exhibitors (1944).

Labour: Industrial art, as related to three dimensional manufacture, is a very large employer of labour, in such branches as plaster work, wood working, ceramics and plastic products. Fine sculpture is an irregular employer in the stonecutting, foundry and plastering trades.

### 3. *Music*

Musicians registered with the Musicians Protective Association, 5,000 members. Federation of Music Teachers of Canada, 2,000 members plus numerous non-members. Number of Canadian composers registered with the Performing Rights Society, 60.

Labour: Many hundreds of persons employed in the publishing distribution technical ends of broadcasting and stage work in connection with concerts, and in the manufacturing and distribution of instruments.

Concert Halls.—These employ numerous electricians, ushers, stagehands, etc.

### 4. *Literature*

Canadian Authors Association, 740 members plus numerous non-member authors.

La Société des Ecrivains Canadiens, over 200 members.

Journalism: Thousands employed in writing for newspapers, periodicals, pamphlets and advertising matter.

Labour: Printing, publishing, bookbinding, lithography, engraving, stereotyping and allied arts, 37,594.

### 5. *Industrial Arts*

Number of firms whose manufactured products are based on models, drawings, etc., 3,000-4,000 firms. (Of these many employ artists to adapt designs. Very few, in Canada, employ artists for absolutely original designs.)

Labour: Almost all labour employed by such manufacturers is directly or indirectly, involved.

Number of trained artists employed in advertising in magazines, billboards, newspapers, pamphlets, etc., 5,000. (C.S.P-E. & E.)

Labour: Number of engravers, printers and other workmen are employed in the reproduction of graphic design, 50,000-75,000. (C.S.P-E. & E.)

### 6. *Handicrafts*

Canadian Handicrafts Guild and Affiliated bodies, 1,806 members.

Number of craftsmen exhibiting or selling through C.H.G., 2,500.

Number of private persons using special craft services offered by magazines, 3,000,000 (from survey made by Mr. Murray Gibbon for C.H.G.).

Canadian Guild of Potters, 83 members.

Labour: Number of persons employed in ceramic trades, 2,881 (1941).

Number of persons occupied full or part time in handicrafts:

In Quebec, 80,000 (exclusive of needlecraft). (Information from Director of Publicity for Quebec.)

In Ontario, 50,000 (including homecrafts).

In other provinces: (estimate) many thousands.

Labour: Many thousands are employed by the crafts indirectly in the manufacture of wools, linens, earthen, dyes, glazes and other chemicals, mining and smelting, etc. (secondary trades relating to textiles alone, 75,000).

## 7. Theatre

Canadian Drama Festivals, number of groups participating (1938), 110 Groups.

Number of actors, directors, designers and stage hands supporting and represented by these groups, 1,650.

Commercial Theatres—almost no Canadian actors and designers are employed by the Commercial Theatres.

Community Theatres—A building program of civic and rural halls would re-invigorate the drama and use thousands of actors, authors, directors, designers and stage hands.

Broadcasting—Numerous actors, lecturers, etc. are employed by the radio for fine and commercial plays as well as musicians, etc.

Labour—Large numbers could be employed in the maintenance, stagework, lighting and equipment of Little Theatres and Community Halls.

## 8. Display Arts

Merchandise Display, Window Dressing, Exhibition Displays.

Hundreds of trained painters, sculptors, etc. are now engaged in these lines.

Labour: Plaster casters, woodworkers, trade painters, etc. working according to design: (estimate) thousands.

## 9. Students

Number of persons studying art in provincially controlled schools:

In six provinces: 33,000 (Dom. Bureau of Statistics, 1930)

In Quebec (Information from Quebec Provincial Secretary)

Number of persons studying art privately: 10,000 (estimate based on survey of several towns by C.S.P-E. & E.)

Number of persons studying musical instruments and theory: (estimate) hundreds of thousands.

Number of persons studying Architecture: (estimate) hundreds.

Number of persons studying the Handicrafts: (estimate) many thousands.

Staffs: Hundreds of Canadian Artists are employed full or part time as teachers.

Lectures: Artists and others who lecture to audiences in galleries, clubs, etc. 60-75 artists, 200 staff lectures.

(Appendices "A" to "N" appear at the conclusion of to-day's proceedings).

Mr. W. D. McDONALD, Acting Chairman, presides.

The ACTING CHAIRMAN: Ladies and gentlemen, you have listened to the submission of the brief and the meeting is now open for questions. The suggestion has been made that the committee approve of the printing of the supplementary briefs which are before us in addition to this general brief. If it is the wish of the committee these will be printed as appendices to this report. (Carried)

Mr. MACNICOL: May I ask the delegation if in connection with the proposal for community centres the plan is to have community centres out in the townships and counties as well as in the urban centres?

Mr. KETTLE: Mr. Chairman, much will depend upon the needs of the community as we expressed in the brief. Consideration should be given to the people who might need these services, but the needs will arise out of the locality. I think there should be a centre built anywhere where a sufficient number of people may need a hall or an auditorium to accommodate their social, economic and artistic needs. The size will depend upon the need and the facilities. There will be no definite pattern of an art gallery, a craft shop, a library, auditorium or theatre laid out. There might be all five or perhaps two of those features.

Mr. HERMAN VOADEN: Mr. Chairman, those of us who have worked on the problem of the community centre have the small committee definitely in mind. We are thinking of the prairie cross-roads and the frontier settlement where the people have not the cultural advantages which those in the big centres enjoy. We want to pass these advantages along to the smaller communities.

Mr. MacNICOL: May I ask another question? Have you made a survey of possible centres or areas for the establishment of community centres? I have in mind one place in the county of Norfolk called Teeterville where there was a beautiful park, a museum, and grounds for baseball games and picnics, and a platform for entertainment purposes and for the enlightenment of the community. Now, that was a purely rural area. There are many areas like that scattered all over Ontario. Has your association made a survey and compiled a list of possible places such as that? The idea expressed in your brief would be wonderful, I am convinced—I am strongly for it—for all the provinces. I am speaking of Ontario particularly because I know Ontario very well.

Mr. VOADEN: You will notice that there is a reference to the need for a survey in the summary brief, and the request for \$25,000 to undertake it. I should like also to call your attention to the last page of the Arts and Letters Club brief, where at considerable length the nature of such a survey and the publication of its finding in a handbook are discussed.

Mr. MacNICOL: To my mind you would have strengthened your proposal had you come here with a survey.

Mr. GILLIS: They did not have the facilities.

Mr. MacNICOL: Anybody can have the facilities. I have the facilities. I suggest that you have your members throughout the country who could suggest to your headquarters that such and such an area would make a good community centre.

Miss WOOD: Mr. Chairman, may I say that in the Federation of Canadian Artists' brief there is some indication of where a few of those centres—that is, key centres—might be established which would provide a basic circuit for services, and supplementary to this, other smaller or large communities, as required, could make application for centres.

Mr. MacNICOL: Are the names listed here?

Miss WOOD: There is some indication of it in the Federation of Canadian Artists' brief; but we have no facilities, and we have had insufficient time for a real, scientific survey, although there are such people as the Canadian Library Council who could give a considerable amount of advice. However, as yet, there is no completely scientific survey made.

Mr. KETTLE: May I say that the Federation of Canadian Artists has regions established across the country, in Edmonton, Regina, Saskatoon, Vancouver, and in Manitoba, and there are committees now working on information of the kind that you are asking for. This is particularly true of Saint John, New Brunswick. I received letters the other day giving the results of the first survey. I also received a letter from the president of the Moncton Board of Trade two days ago. They heard Mr. Walter Abell's broadcast two weeks ago on community centres, and as they are planning a centre, they wrote asking for information. I think that while we have not got a very detailed analysis of the situation, we are working on it and we shall be able to supply information during the next few weeks to any committee that is set up to make a survey; so the ground is being covered.

Mr. MacNICOL: When I give support to this matter I have in mind the situation that the families in Toronto face. A man takes his wife and family out into the country and they go to a beautiful little place which may be a lovely dell and surrounded by trees, or a creek, but there is a sign, "please keep out." The people have not any chance to take their families outside of the city



and feel welcome as they would in those centres you propose that could be set up. They have them in England. England is full of them. England is an example as far as community centres are concerned. For one I will support any proposal to have community centres set up.

The ACTING CHAIRMAN: I understand that Mr. Adeney of Toronto can speak of this matter.

Mr. MARCUS ADENEY: Perhaps it might interest you to know of a few of the centres which have already been set up and are in operation in my district of Toronto. These will, perhaps, give you an idea of the levels on which all this has been proved to be possible. First, the community centre, as it was known and is still known generally throughout the world, is a little different to what we have in mind. We have in mind placing the art, cultural and educational interests right at the core of the movement and supporting it with services; and that, we think, will give a continuity and an interest which a purely recreational centre could never have. We believe this to be a novelty in our proposal. Possibly the largest type of cultural centre could be illustrated by the combined library, auditorium and art gallery at London, Ontario. There they have probably, Mr. Charles Sanderson of Toronto believes, the largest practicable cultural centre.

Mr. MACNICOL: Is that the new library in London?

Mr. ADENEY: Yes. They combine in the library both the circulating and reference sections along with musical records, an art gallery upstairs and a substantial auditorium down below; which means that the people who are interested in one thing will become interested in the others. That is a large centre.

Now, at the extreme opposite end of the scale you have, in my local district in Toronto, the Beaches, where the local library branched out into cultural community activities on quite a large scale. They have drama groups and exhibitions of paintings; and finally we put on, through a local committee, unaided by funds from any outside source, professional concerts of a high calibre, and we packed the place. That was supported by local citizens through a local committee. Both the London gallery and the Beaches centre could be regarded as completely successful where one thing finances the other without any help from outside. In between, you have a great variety of existing cultural centres. There is one on Kingston Road which has been going on for nine or ten years—a centre supported entirely by a little money-pot and the pennies that fall into it. It was designed by a local architect as simply as possible, and they have had there almost everyone of any importance in the educational field in the last nine years. This was done by a local group of people who were interested but had very little money, and it is going strong to-day. It was started in the depression.

Then there is another variety—and this is more important than any of the others—I refer to the work of David Smith of Barrie. I understand from Dr. Corbett that Mr. Smith has brought adult education to the entire county of Simcoe.

Mr. MACNICOL: Are there supporting fields there, in those instances?

Mr. ADENEY: This is an adult education program for farms and rural recreation, which does reach, in one form or another, to the entire community, but I cannot give you the details.

I wish now to show you the range of successful application of the principle of culture in community life. The community centre plan itself was adopted by the wartime housing program. Ten thousand dollars (Miss Fyfe of Hamilton tells me) was allotted for a community hall with each housing unit. I do not profess to be an authority on this. When, at the Arts and Letters Club we started to take an interest in bringing the arts to the community we decided

that the only way to do it was to use such facilities as were already available. Obviously the use of the recreational movement is one of these. We want that survey badly, but while we are busy doing other things we cannot do the work ourselves.

The ACTING CHAIRMAN: I understand that Mr. Cormier of Montreal can give us some information.

Mr. CORMIER: No, I cannot add much to that, but I think in Quebec where we have the two languages it would be very desirable to have these centres. For instance, in the French villages we could provide English plays. This would be a great help toward unity and would promote a better knowledge of the two races. The same thing applies with regard to arts and crafts. Exhibitions coming from other parts of the Dominion could be exhibited in Quebec and those from Quebec could be exhibited in other provinces. That would be a great help. As to the starting of these community centres in Quebec, I do not know of any, but I think they are very desirable.

Mr. CASTLEDEN: Is there anyone present who can give us a report on what the RA of Ottawa has been able to do. I understand that in the past they have achieved some astonishing results in this kind of thing.

Mr. J. R. BAXTER: I am sorry that I have not anything prepared, but I can give you a brief resumé of what the RA has done. It has been going on for six years in a small way. Its aim fundamentally is to give the maximum amount of recreation to the largest number of people at the lowest possible cost. To bring about that end, a year ago we presented a brief to the government and asked that they allow us to deduct voluntarily 25 cents from the salary cheques of Ottawa civil servants. The need of recreation, both cultural and physical, was evidenced by the amazing response. Inside of a month we had 5,000 members. That was the number required by the government to put our plan into effect. Inside of two and a half months we had 10,000 members, and the number now stands around 12,000. There has been only one membership campaign. It is handled solely through voluntary effort by working civil servants. Its purpose is to develop all the cultural arts and all the physical arts. During the last year we have brought into being in Ottawa some forty activities which have been engaged in by thousands of Ottawa civil servants. We propose to expand that particular program within the next year and to bring about an over-all program. We are very young; we do not know much about this. We have gone into arts, handicrafts, music and drama. We have put on plays such as have been mentioned here which have been quite successful. We have brought in some outside symphonies and ballets, and we have sponsored band concerts. Next Sunday we are opening a summer centre at Fairy lake with an outdoor operetta and choral singers, and we hope to have a symphony concert and also a demonstration of boxing and fencing, together with regular facilities for baseball and horseshoe pitching, and perhaps swimming if we can arrange the area. We anticipate, from the response so far, that there will be somewhere in the neighbourhood of 1,000 or 2,000 people out next Sunday. We are now working on a plan for the summer for an outdoor theatre back of Major Hill Park, and that territory has been offered to us. We propose to have outdoor drama and opera singing and films at night, and we may develop the idea for the noon hour. Those plans are being developed in cooperation with the civic authorities, because it is a development outside of the RA proper.

With regard to the survey that has been made I did not hear all the reports—the emphasis seems to be on cultural matters. I believe from my short experience in this particular work that to make the true Canadian, a proper Canadian, the healthy Canadian, we have to cover the whole field—both cultural and physical. Some statement has been made about mass recreation. That I think is a mistake. Mass recreation is the sort of thing—more of the physical—that has developed in Germany and some other countries; it is a form

of regimentation. We believe fully in recreation for the masses; we also believe that it should be done by the individual and that too much paternal instruction will break down any organization that is established. In short, that is fundamentally what the RA is trying to do.

Mr. ROSS (*Middlesex*): In the past year have you been financing yourself?

Mr. BAXTER: We have been financed by individual civil servants; we have received no assistance from anyone except in the form of our 25 cents.

Mr. ROSS (*Middlesex*): Are others outside of the civil service eligible?

Mr. BAXTER: Yes, the wives and children of civil servants are associate members.

Mr. ROSS (*Middlesex*): It is confined to the civil service?

Mr. BAXTER: Definitely.

Mr. CASTLEDEN: You have done a great deal toward a community centre here. Have you had much difficulty in obtaining space?

Mr. BAXTER: Of course, in Ottawa space is a difficult matter and the lack of it has curtailed a lot of our activities. Our ultimate plan is for a recreational centre, the cost of which will run, according to our estimates now, between a million and a million and one-half dollars to do the job properly. How we are going to finance it is, of course, a tremendous worry at the moment. We hope that the figure quoted here \$10,000,000 might ease the situation somewhat.

Mr. RICKARD: Where there are privately owned parks or camps are they of any assistance to these people to establish these cultural arts—to put on concerts or shows? There are a great many privately owned parks and camps which are doing a real job. I know of one called the Cream of Barley which is not far from my own home town where thousands of people have gathered on Sundays and other days, and there is nothing there except what has been privately put there by those individuals themselves. Could any assistance be given to these people by doing more in that way?

Mr. VOADEN: If you look at our briefs, you will see that we are thinking not only in terms of buildings but also in terms of services. We ask for groups of players and musicians and for art exhibits, to be sent out by a central governmental agency in Ottawa. It is true that the RA finances itself rather easily, but Ottawa is a big centre. Teeterville needs help from outside. This should be a scheme which balances the scale and gives assistance to the smaller community.

Mr. CASTLEDEN: Have you any figures with regard to the cost of these community centres in Britain?

Mr. VOADEN: Last year the British government gave \$1,000,000—£200,000—to C.E.M.A., the Council for the Encouragement of Music and the Arts, to send exhibitions and strolling bands of players and musicians around the country. These entertainers go to the smallest villages. In England they have no community centre building program such as we ask for, and I was told recently by an Englishman that C.E.M.A. is handicapped by a lack of accommodation—by a dearth of halls where it can present plays and concerts. So if we have the buildings and the services in Canada we have the double line of attack to make this thing possible.

Sir ERNEST MACMILLAN: Mr. Chairman, the matter of C.E.M.A. has been brought up. I might say that I have here the bulletin of that organization for April, 1944. The concert fixtures of small concert parties run to four full pages in this bulletin. The next two pages are taken up with orchestral concerts by the London Philharmonic Orchestra which gave no less than twenty-eight concerts in the month of April, the Hallé Orchestra of Manchester which gave sixteen concerts, and the Liverpool Philharmonic which also gave a large number



of concerts. Several further pages are concerned with the English Folk-Song and Dance Society's activities through C.E.M.A. and then the dramatic activities. A large number of musical and dramatic troupes are sent out to various parts of the country. Finally there is a list of the art exhibitions sent out by C.E.M.A. through various parts of England.

May I say in response to something which Mr. Baxter said that I am sure it was not the intention of this delegation to suggest that activities of a community centre, other than the cultural, were in any way unimportant. The point is simply, that this delegation represents specifically certain cultural bodies. Our business here is to deal with cultural matters, and we do not wish to trespass on matters outside our own sphere. We entirely agree that this is only one side of the community centre but it is an essential one.

Mr. CASTLEDEN: Where you say, "millions have opportunities neither for realizing their own talents nor for achievements in post educational fields", I was wondering whether the committee to-day has in mind anything in the way of opportunities for the people in those communities to develop talents which would give expression to themselves in these various fields, or do you refer only to exhibition work?

Mr. VOADEN: I may say in this respect that the services provided by a governmental body would have a dual character. In the first place, it would send plays, music and art exhibits to those centres (or to other halls until such time as the centres are built.) In the second place it would send out dramatic coaches, lecturers and other specialists who would help to stimulate local activity in drama, music, and art. So it would accomplish the twofold result of getting people interested in local achievement in the arts and showing them what can be done by professionals.

Mr. ADENEY: The four concerts that were given professionally at the Beaches library this last winter were given with the idea that at the end local talent would have its chance. All through the series a fifth show was being planned, and the local committee decided who should perform. The performers considered were expected to stand up against the professionals. And this they did excellently well.

Mr. MACNICOL: Were these concerts which were held at the Beaches held outside or in a building?

Mr. ADENEY: We were fortunate in having an excellent small hall in the Beaches library. It was a copy of an old English grammar school, a charming place, and we made it as comfortable as we could. We hoped to provide a music party, not a concert. Then, afterwards the people met the musicians, talked with them and examined the instruments. Everyone had a good time.

Miss WOOD: On page 6 of our brief we indicate—and it is indicated in covering briefs more completely—that we recommend, besides an art gallery, a library, auditorium, and the services mentioned on page 7, that craft workshops and equipment for various activities be provided. These have entirely to do with local activities and provide for certain crafts which people like to practice. For example, kilns for pottery and looms for weaving are needed. In some cases people have such things in their homes. In other cases they need co-operative facilities. It is not always practicable for one person to own a kiln, but a community kiln would be a great convenience. Quite apart from the services which we propose, such things as local plays could be put on from time to time. There could also be study groups of various kinds. Perhaps circuits could also come to them to supplement local activities. With very limited facilities in the way of halls and theatres the Dominion Drama Festival had in 1938, 110 groups participating, representative of some 1,650 persons who did not have outside assistance. They came from various localities, competing with others on their own initiative. Community centres would

provide places and facilities for all kinds of local activities including crafts, arts, lectures, and plays.

Mr. QUELCH: Is it the intention to provide these advantages free of charge?

Miss WOOD: I should think that would vary from place to place according to the needs and according to the other facilities of such centres, and according to the amount of money available. There might be a very wealthy district in a city or there might be a very poor district as the result of, say, a depression—although we hope for no more depressions—but let us say a drought area where things might go badly at one time. We advise such co-ordination that the wealthier districts could help without a suggestion of charity. The whole thing should be so well co-ordinated that the stronger centres could take up the slack.

Mrs. NIELSEN: I wish to congratulate those who have been responsible for drawing up this brief and presenting it to-day. Ever since I have been a member of this committee I have been longing for something of this kind to come before us. I know a lot of things have been attributed to the Chinese which they do not deserve, but I believe there is supposed to be a proverb which says that if a poor man has two yen it is wiser for his soul's sake that with one yen he buy a loaf of bread and with the other a rose. I have the opinion that Canada as a young nation has been terribly concerned about getting her bread and she has to some degree neglected buying the rose. I cannot help but feel that having grown up as she has, during this most difficult period of war, achieved, shall we say, adult nationhood; that it is time she should devote some of her thought to cultural aspects. I was particularly pleased to note the wide aspect which was brought forward in this brief. With regard to Canada's position in the world, we have to admit that our future depends upon our ability not only to co-operate but to assert ourselves among other nations, and definitely, if we are going to compete with the older nations who have a rich cultural heritage, we must do our best to catch up, so that we do not present ourselves as some gawky awkward youngster among the nations. We must think more of these cultural things if we are to be a people. I feel myself that the importance of the many things which are mentioned in this brief is twofold: not only should we develop among our own people the opportunities for cultural development to make life for our own people more abundant, but also we should try to achieve unity between the two great peoples of this nation. We should also help Canada, as I said before, to assert herself in the world.

I should like to mention particularly one nation which has gained considerable sympathy from the rest of the world because of her ability to attract people by her cultural achievements; I refer to Mexico. Mexico is not a large nation, but she has undoubtedly attracted tourists, and she has become known to other peoples of the world because she has taken the trouble to develop the cultural life of her people. I do feel that in the setting up of any ministry of reconstruction it would be an admirable thing to have a division in that ministry whose whole concern should be such matters as have been brought before this committee this morning. I notice that nothing very definite has been said about that, and I wonder if there is anyone among the delegation who would like to enlarge upon that aspect at all and say what they think would be needed in such a department of government.

Miss WOOD: At the present time we do not know quite how permanent the Reconstruction Department may become. Since 1880 when the late Marquis of Lorne first proposed a ministry to look after the arts various articles bearing on the subject have appeared in magazines and newspapers and the matter has been frequently discussed at artists meetings. At the present time there are three ideas. One of them which I think some people like, has been advocated over the radio from time to time by Mr. Arthur Phelps, that is a National

Arts Board. From the long term point of view we should like to see a full-fledged Ministry for Cultural Affairs established with very wide powers for service.

Another proposal is that there should be a commission. A board or commission would be acceptable to us if it fitted into the set-up. It might operate as a branch or unit of the Department of Reconstruction during the reconstruction period. Its name is immaterial. We should like, at the same time, to go on record as saying that we should prefer a permanent body ultimately; you will find various references to this in the material we have submitted to you. I think all of the artists' bodies as well as a great many others are united in the belief that such a government body should be established as soon as possible.

Mr. DUPUIS: I wonder, Mr. Chairman, if this distinguished delegation here presenting this report to us have made a survey or have any census showing, for instance, what is going on in the larger centres of the country; I have in mind such things as music and culture generally. I understand that in our larger centres such as Montreal, Toronto and similar places that they have organizations. For instance, in connection with art in Montreal we have the Montreal Art Museum, or the Museum of Fine Art. We have numerous playgrounds. We have St. Helena Island which is a central playground and provides a place for recreation; and in Toronto and all the other centres of this nation we have similar accommodation provided. I was wondering if any attention to the making of a survey or the taking of a census of such places had been given by the delegation who are appearing before us which might be placed at the disposal of the new organization which is suggested by these people in this brief.

Sir ERNEST MACMILLAN: I cannot give you particulars regarding most organizations concerned but with regard to orchestras, I have in mind what has been done largely through government help in England. As I mentioned, the London Philharmonic Orchestra has been on tour during practically all of the war years giving concerts to industrial workers at places where such concerts had not been heard before.

Mr. MACNICOL: Could we not have that in Canada too?

Sir ERNEST MACMILLAN: I see no reason, sir, why we should not. On April 1 of this year four of the major symphony orchestras in Great Britain entered into full association with the Council for the Encouragement of Music and the Arts with a view to extending their functions. Then, too, there is the suggestion of our music committee that assistance be given to what is (not very accurately) called provincial orchestras. This should be of advantage and because it could make concerts of a high type available at many places where they have not been heard before. Of course, the details would have to be worked out through a central organization. Similar principles would apply to smaller concert groups. Many places might have no accommodation for an orchestra—I do not mean seating accommodation for the audience so much as seating accommodation for the orchestra itself; that is something that will have to be kept in mind. That is part of what we have in view; and I think certainly the larger centre should be expected to co-operate. In our outline of services for community centres, the provision of travelling concert organizations is one that we have in mind. One or two other things are outlined in the various briefs but I do not wish to take up the time of the committee in dealing with them at the moment.

Mr. MACNICOL: I do not think we could have our time taken up by any better talent. There is something in what Sir Ernest has told us; take a place like the park at Eugenia Falls, Ontario; a fine platform is provided there and it is a very fine natural amphitheatre. I have seen as many as 10,000 people



gathered together there on occasion in the summertime. I can visualize what a wonderful thing it would be if the talent could be supplied and we could get together groups of say 10,000, 20,000 or 30,000 people all at one time; it would be marvelous. What I am trying to picture is the procuring of these wonderful opportunities that we people of the city enjoy for large groups of people in the country who would just love that kind of thing but very seldom have an opportunity of enjoying it. What I have in mind is this: take, for instance, the large orchestra from Toronto out to a place like Eugenia Falls, or any one of a large number of places of that kind, natural ampitheatres, of which we have many in Ontario—for instance take Riding Mountain Park in Manitoba or down East at Louisburg—any one of these rural centres where the people would just love to have a chance to enjoy the things of that kind. We should try to get this type of culture out to the people who are off the beaten track. I think the proposal which has been submitted by the delegation who appeared before us to-day is a good one, and that this committee should take and study it with a view to finding out what improvements could be made to see that these fine things are carried out to other parts of the country.

The ACTING CHAIRMAN: Miss Wood will reply to the larger questions raised by Mr. Dupuis.

Miss WOOD: Implicit in our whole program, Mr. Chairman, is the idea of decentralization and distribution of opportunities throughout the whole nation so that the rural districts and remote frontier districts may enjoy these things. That is implicit in our whole program, and that is specifically the reason why we suggest that local activities alone, such as those being carried on here in Ottawa by the RA, are not adequate to bring these advantages to people in the outlying districts; we feel that there should be some central pooling and distribution of the amenities. I should like to add also to Sir Ernest MacMillan's reply to Mr. Dupuis by saying this; the whole of Canada has been inspired by what Quebec has done, both through provincial aid to cultural life; particularly educational and post-educational endowment and also by the genius of the French-Canadian people. We should like to be able to spread a greater knowledge of this throughout the country; we should like to be able to carry it out to the west so that people all over our country may know and receive some benefit from the work that is being done so well in Quebec. Then, too, by this circulation of work we shall be able to distribute something that is fine from all of our minority groups, not only French, but Ukrainian, Chinese, Indian—something of their institutions which will be an honour to them and of benefit to all to whom they come. As I said, we have not attempted a scientific survey. We have, however, information of what has been, and is being, done in Quebec, by the people and for them; and it certainly is very encouraging. We are pleased to note these activities and we should be glad to see them more widely known. Assistance is needed in informing the whole country about this work and in circulating exhibitions of the work itself.

Mr. ROSS (*Middlesex East*): This, I believe, has been of great interest and importance to the committee, and I believe the Czechoslovakians have made very outstanding strides in the development of cultural community life of late years. I observe mention is made of that in the report which has been presented to us and I am wondering if there is some one here who can either through their personal experience or knowledge give us further information in regard to these matters.

Miss WOOD: I am sorry, sir, that we have no Czech representative. I have had a little to do with the Czechs in connection with handicrafts, and they are very capable craftsmen. They have brought their skill to our land but they have had very little opportunity of showing it, or selling it. But the Handicrafts Guild shops do exhibit and sell it. Recently there have come

into our land certain Czech art industries, including glass-making, and now I think they are engaged in the production of optical glass. I have talked to a number of different people in this industry and they are anxious, when the war is over, to have Canadian designers, as well as others, so that they may develop the art ends of the industry. From my experience with the Czechs I find that they are easily and readily co-operative and anxious to come into our life and bring their gifts to us, and we are very anxious that we should be able to integrate them with us intelligently, and to give them something in return.

Mrs. NIELSEN: Coming back to this question of doing what you can in rural areas in the various fields of art to which reference has been made. Personally, I feel that on the prairies, out in the west where we have distances which are so great, many other countries are ahead of us. We need to have more community centers and we should be able to have larger gatherings. All that is very fine but I think in the meantime we should make a start and do something that is practical with regard to using our schools which could be used to a considerable extent as amusement centres; and I think that branch is something which your delegation might consider. Representations could be made to the various provincial governments under whose jurisdiction education comes, to see what can be done with regard to the training of teachers. Any ordinary intelligent young person can be trained to teach mathematics, reading, writing and geography, when it comes to teaching music or art, it is not the ordinary person who can do that, they lack the talent. I think in the training of our teachers we can do something immediately. I believe it is important that we should properly train our teachers who are available for rural communities and my suggestion would be that we have travelling teachers going through the different areas—they would be at one place on Monday, another on Tuesday and so on, just to teach special subjects, such as art and music.

Then there is the question of giving music to the people, and it is Sir Ernest's recommendation that symphony orchestras should be made more generally available. I suggest that if we could have radios in all our schools and have our children invite their parents to attend with them when they are listening to one of your concerts that would be something practical to begin with. We all hope we will be able to have these cultural centres built, but such things take time. I would like to see something done immediately to bring this sort of thing regularly to the rural people. I also feel that they should be equipped with motion picture apparatus which possibly could be used in travelling a circuit. In that connection I have in mind a little experiment at one of our rural schools where they showed a film of the life of Tom Thompson, the famous Canadian artist. If we could have something like that and bring that before our people, we would have a beginning of rural artistic appreciation and so on. And I feel that your delegation should press for something new in this way by asking the various provincial governments to take the matter in hand. That is my immediate thought; that we should get something started, although it may take sometime before it reaches its final shape.

Miss WOOD: Everyone of our organizations would endorse that wholeheartedly, Mr. Chairman. Everyone of us feels that all existing institutions should be taken advantage of. The schools, rural halls and such places now available should be equipped with radio facilities and phonographic facilities and moving picture projectors wherever these can be installed. That is a very good idea. In Mrs. Nielsen's opening remarks she referred to travelling teachers. That, too, would seem practical in the west. It is not necessary perhaps to train teachers especially for this purpose. You will notice in our supplement, on page 16, we have a statement that the Dominion Bureau of Statistics has listed, in 1930, in six of the provinces alone, 33,000 who were studying art as a special course; and hundreds of thousands of music students studying instruments and theory; and that estimated on a very careful survey, there

are 10,000 persons studying art privately. This 33,000 referred to six of the provinces only; 20,000 of these are in Ontario. As to Quebec we have no information as yet, but it can be very easily obtained. These are 1930 statistics; but the plain fact is, Mr. Chairman, in relation to post-educational achievement since the census taken fourteen years ago, as far as we know, few of these potential artists are continuing with their art for the simple reason that they have found better opportunities of making a living apart from art. Such teaching services as Mrs. Nielsen suggests could very well be supplied by those now training in the ordinary way.

Mr. BENCE: In connection with the recommendation made with respect to the matter of improving industrial design, I should like to have some enlargement of the suggestion made to this committee that there should be laws securing effective protection for Canadian designers. I see that one suggestion made is with respect to insisting that merchandise coming into this country be marked with the name of the designer. I cannot quite see how that will effectively meet the problem, but I should like to have some information as to how it is thought the committee could arrive at a solution of the problem through that method, or whether or not they intend to confine their suggestion to cover the laws in respect of that particular item they mention?

Miss WOOD: That is one suggestion. With regard to others you might have legal advice. We have offered one suggestion, because effective protection is necessary. Every commercial and industrial artist, as well as those who are training students, knows that it would be advisable. But the point is just how it should be done. There might be various answers. That is no proposal. I think you have slightly misunderstood the suggestion. The idea is not only that imported merchandise should be so marked, but that all merchandise, particularly industrial art, manufactured in this country, should bear the name of the designer. There are a few other items here suggested for the improvement of industrial design. There is section B. Mr. Page can explain that.

Mr. BENCE: I was not so much interested in that. I can understand tax exemptions and adequate aid for research, but I want to find out what the suggestions were with respect to the type of laws which you think should be put into effect.

Miss WOOD: That is one suggestion we have to offer, but I believe that you could get other legal advice.

Mr. BENCE: I wonder if you have in mind the matter of providing protection to designers and producers in this country by keeping out of the country the importation of those things you refer to?

Miss WOOD: From an artist's point of view, from a cultural point of view, we do not quite like to be that selfish.

Mr. BENCE: I am not suggesting that; but I wonder if you mean that?

Miss WOOD: No, we do not like to keep the great works of the world out, but we should like greater opportunities for the Canadian designer in everything from refrigerators to coffee pots. We should like to see our 33,000 students, of the six provinces, and others, able to go into industry and be employed to do creative designs rather than to be handed out something with the instruction to change the handle on this coffee pot, or make something slightly different, for machine production. We should like greater opportunity for original work to be produced here. The names of two economists have been given to me who have said they would agree that the future of our export business depends on putting out unique and high standard designs. I believe any economist would agree. We cannot compete with countries which have low standards of living. We cannot manufacture more cheaply than they. A good example is Japan which copied designs and sent them all over the world and undersold everybody. We cannot compete with those people and their



cheap imitations. On the other hand, we have the example of the Scandinavian countries—Denmark and Sweden and some other countries—who, during the last war, began a new method of business by using design as a national asset. They have in various ways, by propaganda methods and by, I think, actual subsidies to industry, encouraged original design. These countries like Canada have a very high standard of living, and their merchandise is not cheap, as is that of Japan, and yet, within the last twenty years, they have built up an enormous export trade, and a tourist trade, by manufacturing articles, and industrial object which are known all over the world for their excellence. These products are not cheap, but they are unique.

Mrs. NIELSEN: I think there is a considerable amount of belief on the part of some of the Canadian industrialists that they will not be able to compete. I was speaking only a short while ago to a manufacturer of women's dresses in the city of Montreal and he expressed great concern about his business after the war was over. He said that although he was managing very well now, he felt that after the war was over he would be unable to compete with the United States manufacturers. I would certainly advise maintaining our high standard of designing in this country so that what we lack in quantity we might make up in quality. It is something that the industrialists of this country would welcome and they should realize that it will make a great difference to them and to Canada's position in regard to exports.

Mr. DUPUIS: I think Sir Ernest MacMillan has some remarks to make.

Sir ERNEST MACMILLAN: Reverting for a moment to something Mrs. Nielsen said a while ago with regard to the musical education of children by radio, I might say that, at the beginning of 1943, through the Toronto Symphony Orchestra, the C.B.C. arranged a series of ten broadcasts specifically for the schools. Four of them were orchestral and others were given by other musical groups. We had the co-operation of the Department of Education in encouraging as many school classes as possible to listen in those schools which had radios. This was not an undertaking of the department but the department was so impressed that it undertook a series of similar broadcasts to the schools, purely musical, with explanatory remarks by the provincial director of music, during last winter. The last two were given by the Toronto Symphony Orchestra. I know those broadcasts were widely listened to. What other provinces may have done along those lines I do not know, but I agree that the idea holds tremendous possibilities.

Mr. VOADEN: In essence, the significance of what we are trying to do is this: we believe there is a great deal of very fine mechanised art now reaching the hinterland via the film and the radio. But what we are asking you to do is to send out the real thing—not a film showing Tom Thomson's work, but an actual exhibition of Tom Thomson's paintings that will circulate through all the town halls or schools in Saskatchewan; not Sir Ernest MacMillan playing in Toronto with his eighty players, but Sir Ernest MacMillan playing twice a year in Regina or in Saskatoon with provision for teachers and pupils to go in thousands to hear him. There should be chamber music groups, like the Hart House String Quartet, going to these smaller places and giving concerts. In addition to the mechanized drama of the radio, in which our people simply hear the voices, we ask for plays with living actors, real flesh and blood actors, providing the human interplay between actor and audience which no radio or film can give. This is what we want.

Mrs. NIELSEN: Yes, I understand that.

Mr. COULTER: Mr. Chairman, it is in reference to the whole drift of the discussion that I wish to speak. I think as this delegation's time draws to a close it would be well that we keep in mind what this whole thing actually is about. A few years have gone by now since young people came out of the universities

all over this country, finding themselves with no place in society. Life had no meaning. It is a humiliating thing that the feeling of those young people could be interpreted by the prayer, "Send war in our time oh Lord." They felt that in the war they had become part of one big universal thing, part of a community for the first time. Not simply derelicts drifting around. It is an indictment of our community, and of all modern communities, that this should have been so; that it should have taken the destruction of war to make all these young people feel they were part of their community. P. H. Lawrence used a phrase years ago, a phrase which I have often quoted: "We are in for either a new great wave of generosity or a new great wave of death". What was meant, was generosity in the sense we are talking about to-day. The wave of generosity was not forthcoming: we had the wave of death.

Now there is a state of expectancy among the people of this community. They feel that something is going to happen. If they are not to be disappointed there must be a sequel to war, exciting as war. I think it is through the arts, and only through the arts, that this excitement can be generated—this feeling of integrating the life of the individual with the life of the community.

Now, we talk, we make various proposals. But where there is passion to accomplish these things they will be accomplished. The technique is always adequate to the passionate need. As soon as this country wants something enough, it can have it. The point is that there must be a genuine belief in the value of these things and after that the mechanism to accomplish them will be forthcoming. Perhaps I do not appear to be speaking to the point of discussion here, but I am speaking of what underlies the whole matter.

As a comparative stranger coming into this country, I looked around: asking myself where was the nation called Canada? I have been looking for the nation of Canada, and there is not, of course, any such nation—in the sense that there is an entirely integrated homogeneous national body in each of the old countries. But Canada is an emerging nation. All the traditions from Europe are gradually coming together, and it is through art that this integration will first take place and the life of the nation be first articulated.

Consider the Dominion Drama Festival. It seemed to me to be of political origin. I thought of it as one disinterested activity which could draw all the diverse peoples together, in a form of competition which is not involved with politics or religion, or with any of the other points of possible disagreement among people. There, I thought, was an example of what the arts could do toward unifying the nation.

I wish to say a word or two about the question of a survey for community centres. The Arts and Letters Club in their brief have set out in some detail what should be done. They want to have a survey made; but making it is a big job that must be done properly. The Arts and Letters Club are ready to do it—if they have government backing, for it is expensive. The club will do it but not for any profit for themselves. Then there is the servicing of those communities. The Arts and Letters Club last year and for several years has been doing work which might be the basis of such servicing. Pictures have been put on the walls every month; plays have been put on the stage. Last winter we did nine plays and all of them were written by Canadians, and five of the nine were on specifically Canadian subjects. Next season, perhaps, we may decorate the walls of the club with these exhibitions of paintings and drawings making it an originating point, from which the works can be sent out to a chosen group of centres. The nine plays we did are all suited for a small stage. We may send them out too. Instead of actors spending a long time making themselves word perfect for a performance of two evenings, if we go forward in this scheme, the two evenings in the Arts and Letters Club would be but the first of a series, thereafter they would go out around the centres, and the men who have taken the trouble of prolonged rehearsal will have some adequate reward.

Mr. DUPUIS: While Mr. Coulter is on his feet, may I interrupt? I think we should become practical now. As one member of this committee I am sure my views are shared by all members of the committee when I say that this is one of the most interesting briefs we have had brought to our attention, and as far as I am concerned I would like to see these schemes carried out by this government. But these things must be turned into dollars and cents. It takes an amount of \$10,000,000 as a grant to start this movement. There is the maintenance side and this is a most important side. It is all very well for the chairman to build me a mansion costing \$25,000, but if I have not got the money to maintain it it is a burden to me. So I would like to know if Mr. Coulter has any idea of what will be the cost for the maintenance of all these centres and the encouragement of carrying out of these points suggested by the brief?

Mr. VOADEN: May I answer? I have here figures from the Toronto Public Library report. The libraries of Toronto, which provide very good service to the citizens, were financed in 1943 by an appropriation from the city of \$552,000. On the basis of the population of Toronto this means a per capita cost for a really good library service of about 70 cents per person per year.

Mr. MACNICOL: The very best.

Mr. VOADEN: Yes, the very best. This is only for libraries. Now, Ontario spends \$74 per pupil each year to educate her students in the primary and secondary schools. Something in the neighbourhood of \$1.25, from all sources, dominion, provincial and local, Mr. Sanderson estimates, would provide complete library facilities for very person throughout Canada. This would provide for the smallest rural communities. The point Mr. Sanderson makes is this: if you are spending \$74 to educate a boy or girl, surely you should be willing to spend \$1.25 of which the dominion might contribute 50 cents, as a kind of insurance to make sure that the educational investment is not wasted. In other words, when we are speaking of this whole proposition of the community centre relating to the arts we are asking for a kind of post-educational service which will complement the expenditure that the provinces are making on education.

Mr. MACNICOL: Would you elaborate on what the Toronto libraries are doing to inculcate the desire for art?

Mr. VOADEN: They have art exhibits and books on the arts; a music library; and at the Beaches library, as we have said, an art, music and drama community centre.

Gentlemen, I have suggested that for approximately 50 cents per capita, applied as grants-in-aid, complete library services could be provided for every citizen in Canada.

Mr. DUPUIS: Is that for music?

Mr. VOADEN: That is just for libraries, for book provision. Fifty cents applied as grants-in-aid, and weighted to help rural communities, would give us good library facilities throughout Canada. This would amount to \$5,500,000. It would give Ogema, Saskatchewan, a circulating library service which would be as good as the service provided in Toronto.

These libraries are only part of the scheme. When you build a library you make provision for a small stage at one end of the hall and for clearing the hall for plays and concerts. You have art exhibitions on the walls. Consequently, for an additional tax of 25 cents per capita, \$2,750,000, you could provide grants-in-aid which, with provincial and local assistance, would make it possible for those libraries to operate also as thriving art centres with concert halls for plays and music. The 500 small community centres that are mentioned could each be given a grant of \$2,000 with which they could employ 500 people. The next group of fifty larger community centres could be given a grant of \$20,000 each. With this sum 500 art and theatre specialists could be employed to stimulate local activity. Then there are the twenty-five larger community



centres. With \$30,000 each as a grant-in-aid they could employ 375 specialists. This would provide for maintenance and operating costs.

With the last 25 cents you would have \$2,750,000 which, provided as grants in aid, would make it possible to employ 750 actors, musicians and singers to give plays, operettas, concerts and so on. To employ these at \$2,000 a year would require a total of \$1,500,000. Transportation and other expenses, including living expenses for the actors and musicians, would total half a million dollars. Then there might be 150 artists and lecturers going out with the art exhibits, and painting pictures or murals at \$2,000 per annum; a total of \$300,000. The transportation of the art exhibits and the rent paid to artists when pictures are exhibited would total another \$200,000.

For citizenship activities there would be films and lectures which could be provided with the remaining quarter of a million dollars. And that represents a total of \$2,750,000. This project would employ 900 artists and entertainers, 3,000 librarians, and approximately 1,375 of maintenance staff, a total of 5,275. Local assistance would make it possible to match that number so you would have in all 10,000 directly employed; and all of this for \$1 per capita, as a post educational service to make life more enjoyable for our people.

Mr. GILLIS: This gentleman anticipated the questions I was going to ask so I am satisfied.

Mr. DUPUIS: I would like to know about the painters.

Mr. VOADEN: The painters are provided for under the 25 cents per capita for services. I have suggested \$500,000 for grants-in-aid to art activity. This is all a rough sketch to show how, at \$1 per capita, services could be provided that would make life in Canada more civilized for everybody.

Miss WOOD: May I call your attention to what every artist in this country knows so well, the spectacular services of the National Gallery on a very low grant in servicing the country in the distribution of paintings to the art galleries that are now extant. If larger circuits could be provided—the Director of the National Gallery is here, and I think he will agree with me in this—if larger circuits could be provided great numbers of other exhibitions both of paintings and reproductions of paintings could go out at a very much reduced cost per exhibition. The Canadian Society of Painters, Etchers and Engravers have done a tremendous amount of survey work and statistical work, and they have found that etchings and prints and things of that kind can be sent around Canada at a cost of 64 cents per exhibition. In other words, you would have your different local galleries, which now have to pay large sums for exhibitions coming to them, pay very much reduced sums if there were 575 of these centres to send to.

Now, with regard to Mr. Dupuis' question about costs, there are some things which, with a little imagination, could be done with very little money by information services. The musicians' brief proposes an Information Board, and we have facilities through the radio for telling people what is happening. Publicity is one method that occurred to us. Some services of which little is known, are now available. I, as a sculptor, know that I may obtain certain publications for 25 cents from the King's Printer, publications that have to do with carving, crafts, etc. I can write to the Department of Mines for those publications, but I believe that there are probably ten million people in Canada who do not know that this can be done. If we could have up-to-date publicity for certain governmental services, it would help considerably—not only for publications but for all cultural services—the National Film Board, the National Gallery, the National Archives, and for new services that might be initiated.

Mr. MACNICOLL: I wonder, Mr. Chairman, if I might have the honour of moving a vote of thanks to this delegation. They have made a very excellent submission which will be of great benefit to the members of the committee when we have an opportunity of thoroughly studying the different items of the submission. Many of these people here today are distinguished leaders in

their own sphere and they could tell us much if we had time to listen. We are honoured in having such a distinguished witness as Sir Ernest MacMillan with us today. His name is known throughout the country and the world. As far as architects are concerned, we have here today Mr. Cormier of Montreal, and in case all members of this committee do not know, he was the architect who designed the magnificent Supreme Court building on Wellington street, a new design, and one which I think will be copied by many countries. In that production Mr. Cormier is one who has put Canada on the map as a place from which an excellent design has come. I have much pleasure in moving a vote of thanks to all those who are here and I am sure we will all read with interest the complete submission.

Mr. McNIVEN: Mr. Chairman, I should like to second the motion made by Mr. MacNicol and associate myself with the remarks he made. I think all members of our committee will agree that during the three years we have been in session this meeting of the committee is unique in several respects: it is unique in that there has been a larger attendance to hear this delegation than to hear previous delegations, and I think by common consent we will agree that it is the most distinguished delegation we have had before us, comprising people who are distinguished in several spheres. It is unique in another aspect in that this delegation seeks the development of self-expression for the good of the community and never has the matter of profits or earnings or dollars or cents entered into the discussion. The discussion this morning has been stimulating and will engender a good deal of thought among the members of our committee.

I was wondering when this gentlemen opposite referred to Saskatchewan so frequently if he did so because of recent events in that province, but if that thought was in his mind may I assure him that great progress has been made in that province, notwithstanding recent events.

Mr. GILLIS: And new designs too.

Mr. McNIVEN: As Sir Ernest knows, we sometimes have our musical festivals.

Mr. MACNICOL: It was a cyclone.

Mr. McNIVEN: Yes, we had a cyclone there. We have the most unusual things at the most unexpected times. We have our symphony orchestra and recently, Mr. Chairman, we had an exhibition of the Arts and Letters Club in Regina and it required about a column and a half of the *Regina Leader* to enumerate the various exhibits. More important than that, a group of about forty business men have formed themselves into a committee to undertake the construction, as a post-war measure, of an arts and letters community centre in our city.

I was glad that reference was made to people who come from other lands than our own. In a period that provided little in the way of thrills for me in the last week or ten days I attended a Ukrainian concert, and it was a real thrill to hear the Ukrainian music and to see the people in their native costumes. I desire to associate myself with what Mr. MacNicol has said and to express to you, ladies and gentlemen, our sincere appreciation of your attendance here to-day and for the very thoughtful and constructive brief you have presented.

The ACTING CHAIRMAN: I will ask Mr. Fosbery to say a few words.

Mr. FOSBERY: Mr. Chairman, members of the Reconstruction Committee, I wish to thank you on behalf of our co-operative association for your kindness in letting us come before you and for the patience which you have shown in listening to us and also for the interest you have shown. We are very thankful to have been able to give so full an expression of our views. As the hour is late I shall not say any more other than just to thank you very much for the reception we have had.

The committee adjourned to the call of the chair.

## APPENDIX A

## ROYAL CANADIAN ACADEMY OF ARTS

A Brief for presentation, in co-operation with other cultural associations, to the House of Commons Special Committee on Reconstruction and Reestablishment.

*Academy's objects and authorized means of attainment*

The object of the Royal Canadian Academy of Arts are the encouragement, improvement, and cultivation of the arts of painting, sculpture, architecture, etching, engraving and design as applied to the industrial arts and manufactures, and the promotion and support of education in all such arts.

For the purpose of attaining such objects, the Academy is authorized:—

- (a) to hold exhibitions in the principal cities of Canada and elsewhere;
- (b) to establish schools of art and design;
- (c) to continue to aid in the advancement of the National Gallery (the institution of which was one of the chief objects set forth in the original Act of incorporation of the Academy) and to enjoy such privileges in connection with it as the Academy may now have or be hereafter granted;
- (d) to adopt such other means as the Academy may deem advisable.

*What has been accomplished*

The Academy was founded in 1880 by Her Royal Highness the Princess Louise and the Marquess of Lorne. On May 17, 1882, the Royal Canadian Academy of Arts Act was passed. The objects stated were the same as those stated above, and to be attained by:—

- (1) The institution of a National Gallery at the seat of Government.
- (2) The holding of exhibitions in the principal cities of the Dominion.
- (3) The establishment of Schools of Art and Design.

The Academy's financial resources were indeed slim for such a worthy and ambitious program. Nevertheless, it has accomplished:—

- 1. The institution of the National Gallery and its maintenance until 1913.
- 2. The enlargement of the Gallery's activities through representations made by the Academy in 1910, which culminated in the National Gallery Act of 1913.
- 3. The Annual Exhibition in the principal cities at which it has shown not only members' works, but has encouraged talent. Two-thirds of the exhibition usually is by new or non-member artists.
- 4. Special Exhibitions in various cities of Canada and abroad, and travelling Exhibitions, both under its own auspices and collections lent to galleries and other institutions for circulation in Canada and abroad.
- 5. The training of students through Life Classes in the major cities. By Academy encouragement and by the individual effort of its members the bulk of the fine art education in Canada has been accomplished, and scholarships and prizes have been awarded.
- 6. By constant care for the prestige of the arts it has sought to stimulate a broader culture.



As instances of direct money returns to the people of Canada the Academy can cite:—

The Patriotic Fund Exhibition held in 1914 and 1915, an exhibition sponsored and managed by the Academy, whose members gave works, as did some other artists. This exhibition was shown in eleven cities where sales were effected by an ingenious bidding system and the Academy was enabled to hand its cheque for \$10,000 to the Patriotic Fund.

In this war many of our members have been engaged in producing posters, display advertisements and illustrations for the successive Victory Loan campaigns. The increasing use of this form of advertising the loans, testifies to its effectiveness in bringing returns, but to be sure there is no exaggeration let us put the returns from this source at only one per cent of the sum obtained from only the last of the six Victory Loans. In round numbers it amounts to thirteen million dollars; a sum many times over the total of all annual grants made by the Government to the Academy in the sixty-five years since it was founded.

Few people realize how essential to the business world this form of art has become. Nor do they realize that without high achievement in the fine arts, satisfactory work in all the lesser arts, including that very important thing to Canada in the post-war world, industrial design, is not possible. The fine arts are usually spoken of as luxuries, but in truth their effect, through many channels, permeates the lives of all the people and they are a very important element in the making of a nation.

#### *Growth of Canada and need of expanded services*

The Academy is desirous of greatly extending its services. Since its inception Canada has more than doubled in population, the field of usefulness for the Academy has multiplied many times, and the Academy is looked to for many things that are obvious duties but which its present straitened circumstances make impossible. To meet these needs, which include:—

1. A permanent official home in Ottawa in accordance with the provisions of its Charter.
2. Extension of exhibition services.
3. Encouragement of young artists through scholarships, fellowships and other means.
4. Promotion of original design in industry.
5. The improvement through research of mediums and methods.
6. Generally to direct our energies toward the fostering and promotion of all phases of the visual arts.

For this program of extension a careful survey of the whole field would be necessary to insure the best use of time and money, and continuity in their employment. It is estimated that this survey would cost \$10,000.

Annual Grants of at least a comparable amount would be required for continuation of these services.

#### *Government collections of art and the need of galleries*

One of the means for attaining the objects set forth in our Charter commences:—"to continue to aid in the advancement of the National Gallery".

The National Gallery, as its Annual Reports will testify, has long been hampered in its work by lack of space in its present quarters. The conflicting demands of at least six distinct collections of paintings, now in its care or keeping, for space on walls that are entirely inadequate, are further complicated by the need of space for travelling exhibitions of both Canadian and foreign paintings. Sculpture, drawings and etchings still further complicate their problems. This condition has resulted in large numbers of pictures being stored away and never seeing the light on gallery walls. The National Gallery has done what it could, both in its own and in rented quarters, but the pictures are bound to deteriorate

under such conditions. It may be permissible here to point out that these pictures were purchased with public funds, which imposes on the Government an obligation to see that they are properly cared for and displayed for the pleasure, interest and enlightenment of the public.

Because these pictures are unseen for lack of space to show them, it is not generally realized that there are in Ottawa at least eight different collections of pictures. They are:—

1. A Collection of Old Masters.
2. A Collection of European and Foreign Paintings.
3. A Collection of British Paintings.
4. A Collection of Canadian Paintings.
5. The Diploma Collection of the Royal Canadian Academy of Arts.
6. A Collection of Portraits awaiting a National Portrait Gallery.
7. A Collection of Pictures of Historic Interest to Canada.
8. The War Memorial Paintings of "The Great War" 1914-19.

Six of these collections are at the National Gallery and two at the Archives.

The Academy urges, for the employment it will provide during the reconstruction and re-establishment period, for the beautification of the seat of government, for the benefit of the many who come to the Capital, whether our own people or Embassy and Legation staffs, who expect to find evidence of a national culture, for its value in increasing tourist traffic and for the advancement of culture in the whole of Canada, that the Government undertake a program of building as follows:—

1. A building with galleries for the Diploma Collection of the Royal Canadian Academy and in which there would be provision for holding its Annual Exhibition, also for the head offices of the Academy and an Academy School of Art and Design in accordance with the terms of its Charter.
2. The National Gallery which might include four divisions, Old Masters, Foreign, British and Canadian Art, and proper provision for sculpture.
3. Enlargement of the present Archives building, either according to the designs already prepared, or as inclusion in a larger scheme might determine.
4. A suitable building for housing the War Memorials Collection.

These buildings would relieve the present state of congestion and allow of proper display of these collections. They should also provide for future growth. In their location and planning consideration should also be given to:—

5. An Architectural Museum, dealing also with Landscape Architecture.
6. A Museum of Furniture and Costume.
7. A Museum and Library of Music, containing an auditorium for concerts and drama.
8. A Library with books on art, architecture and all cultural subjects.

This program might well be placed under the care of a Ministry of Cultural Affairs whose duties would include the advancement of cultural affairs throughout Canada.

All of which is respectfully submitted.

(Signed) ERNEST FOSBERY,  
*President, Royal Canadian Academy of Arts.*

## APPENDIX B

## BRIEF SUBMITTED BY THE SCULPTORS' SOCIETY OF CANADA

The Sculptors' Society of Canada was chartered in 1932 for the promotion of closer co-operation amongst the sculptors of Canada; the encouragement, improvement and cultivation of the art of sculpture; the holding of Exhibitions in Canada and elsewhere; and to act in an advisory capacity for the erection of public memorials.

The place of sculpture is in permanent installations such as monuments, architectural detail and the embellishment of garden parks; in the original patterns for manufactured articles of three dimensions, whether functional or decorative; in permanent collections and current exhibitions.

The sculptural arts, both fine and commercial, are large employers of labour in stonecutting, foundry work, plaster casting, woodworking, ceramics and plastics. The influence of sculpture extends into such industries as toy making, mannikins and display properties, ecclesiastical supplies, house and garden furniture and durable goods.

The Sculptors' Society supports the entire program of the fifteen associations participating in the presentation of a Brief to the House of Commons Special Committee on Reconstruction and Rehabilitation and stated here are proposals which, in relation to sculpture, would encourage employment, public well-being and national prestige:

(1) *Land Improvements and Housing*

The Sculptors' Society of Canada endorses the proposals for town planning and land improvements submitted by the Canadian Society of Landscape Architects, and the proposals for housing previously presented by the Royal Architectural Institute of Canada to the Reconstruction Committee.

(2) *National Institutions*

- (a) The expansion of the National Gallery by the erection of a larger, fireproof building; and the increase of its grant for information services, travelling exhibitions, etc.
- (b) The establishment of regional galleries for circuit exhibitions, either as part of the community centres plan or otherwise.
- (c) The enlargement of the National Archives.
- (d) Wider circulation of the publications of the King's Printer such as reports on carvings, crafts and ethnology issued by the Department of Mines and historical booklets issued by the National Archives. These should be advertised.
- (e) The use of monumental art, not *only* for military and political commemoration, but for cultural achievements and historic events.

(3) *Industrial Art*

- (a) Legislation to prevent the piracy of designs by manufacturers—The copyright laws, as laid down in the Berne Treaty, protect, in theory, the artist who is author of a design. In actual practice there is still widespread piracy and plagiarism of designs (1) from countries which were not signatories to the treaty and (2) from countries where the designers are too remote to make effective protest.

The effect upon the Canadian designer is not so much that his designs are stolen, as that this easy way of design importation mitigates



against the employment of Canadians or reduces employment to the irregular and ignoble task of adapting the designs of others.

The effect upon the export trade in manufactured articles is that, with our high production costs, we cannot compete with other countries in lines of similar design. We could do so with unique, high standard designs.

Legislation to encourage original industrial design might consist of the requirement that all merchandise be marked with the name of the designer. Such would be no more difficult of application than the law now requiring certain imported merchandise to be marked with the name of the country of origin.

(b) Standards of design should be raised by propaganda and educational methods.

(4) *Foreign Relations.*—The use of national art as an ambassador of goodwill.

The United States, Great Britain and Soviet Russia are now using cultural relations as part of their diplomacy. Canada, as a nation, has no policy in such matters. The few exhibitions and specially planned broadcasts which issue from this country are far from adequate. (This Society does commend, however, the efforts of the National Gallery for many years along these lines.)

If it be within the powers of the Special Committee on Reconstruction, it is urged that they recommend not only an extension of exhibitions, concerts and gifts of major works of art to other countries, but a definite policy of projecting the Canadian personality abroad by every possible method. This should be begun now.

(5) *Governmental Body*

The setting up of a Governmental body for the co-ordination, distribution and promotion of art in all its branches. In the reconstruction period this might be a branch of the Department of Reconstruction. The long-term view would indicate a Ministry for Cultural Affairs, encompassing many existing services and initiating new ones.

(Signed) FLORENCE WYLE,  
*President, The Sculptors' Society of Canada.*

## APPENDIX C

### BRIEF SUBMITTED BY THE ROYAL ARCHITECTURAL INSTITUTE OF CANADA

*A Meeting of Representatives of Various Cultural Organizations  
Art Gallery, Toronto, 13th. May, 1944*

The members of the R.A.I.C. are happy to have an opportunity to ally themselves with the members of other cultural organizations in presenting a brief to the Reconstruction Committee of the House of Commons outlining means which would, in their opinion, widen the scope of culture, in a practical manner, to the advantage of Canada, and it would insure employment, at least during the post-war years, of the membership of these various organizations.

The R.A.I.C. endorses the suggestion that the Dominion Government be urged to make funds available to municipalities, for the building of community centres. It is suggested that these buildings include theatres, for the encouragement of the drama, galleries for art exhibits, small local museums and public

gardens with appropriate sculpture. Such buildings might also include meeting rooms for the accomodation of veterans organizations and other community associations. The erection of such buildings fould create immediate employment, and would constitute centres capable of maintaining a continuous stimulation of the Allied Arts. It is further suggested that one means of providing such funds might be the inclusion of provision in the proposed Legislation for Public Housing for funds to cover the cost of such community centres. By this means responsibility would be assumed by the local authorities.

The R.A.I.C. would also stress the great need and benefits to be attained by the encouragement and development of the field of industrial design in Canada by the provisions of opportunities for the training of artists in this branch of art, and their employment by Canadian manufacturers. The eminence attained by Denmark and Sweden in this branch of modern art was responsible for the growing demand for their products throughout the world prior to 1939.

It endorses the suggestion that some measure of tax relief be granted to lithography and publishing firms in all cases where strictly Canadian pictures are used for calendars, christmas cards, and advertising matter.

The R.A.I.C. is also of the opinion that one of the most effective means of encouraging the appreciation of Canadian Art in all its branches and thereby creating a demand both at home and abroad would be the fostering of travelling exhibitions suitable for high schools, supplementing similar travelling exhibitions now available to art gallerys through the National Gallery. It is suggested that such exhibitions cover all the various branches of art including painting, sculpture, architecture, etching, and engraving as well as industrial design. Suitable lectures and articles for school publications might also be made available.

The R.A.I.C. has already suggested to the Dominion Government that private corporations be permitted to use some portion of their excess profits funds, for the preparation of plans for post-war projects. It is their belief that if this permission is obtained and some portion of these funds are made tax exempt and expended now, many firms would utilize such funds in research work, in the preparation of designs, plans for new buildings, etc. Such action would be a means of providing employment to a large variety of skilled workers.

(Signed) FORSEY PAGE,

*President, The Royal Architectural Institute of Canada.*

## APPENDIX D

### BRIEF SUBMITTED BY THE CANADIAN SOCIETY OF PAINTERS IN WATER COLOURS TO THE COMMITTEE OF CULTURAL BODIES FORMED TO PRESENT A BRIEF TO THE SPECIAL COMMITTEE FOR RECONSTRUCTION AND REHABILITATION

The Canadian Society of Painters in Water Colour wish to draw attention to its whole hearted support and appreciation of the work of the Reconstruction Committee. We realize that architectural planning must be the first consideration in any reconstruction plan, and we wish to emphasize that from the outset, special attention should be directed to see that really good designs are available for all constructions, that come under the Government's supervision, from schools to post-boxes, from boulevards, and bridges to fire hydrants. To this end the

Government should call upon Architects, Artists and Industrial Designers, to collaborate that this desirable end may be achieved. The Government should realize and impress upon all, that the building—monuments of its planning—will show forth the well-being and dignity that the Nation can have from possessing magnificent buildings and thoroughfares, finely designed handicraft, painting and sculpture, and to make sure that this heritage will be looked upon and respected by other nations and succeeding generations.

Without presuming to be impertinent we wish to state that any project will negative its purpose unless the best artistic, architectural, and designer talent the nation can command is given its proper share and status in the consideration of plans. And we urge that all building under reconstruction or otherwise where the spending of Government monies is concerned, be supervised by a commission of people well equipped to know and with special knowledge and interest in the arts and contemporary planning. The committee should also be composed of a staff of fully qualified Art and Design experts. This, we might add, should include all designs and planning for any housing that may come under the committees' supervision.

Our brief is divided into two sections.

A. Reconstruction—That which employs bodies of men at remunerative labour, i.e., building, manufacture, etc.

B. Rehabilitation—That which concerns itself with creative activities and practical measures for the encouragement of Art in the daily life, as a means of establishing a healthy community life after the duress and devastations of war.

Under A—Reconstruction—We recommend:

1. The support of the Community Centres Plan. With further consideration of the estimate of \$10,000,000.00 which seems to us hardly adequate.

2. That murals be placed at least in all buildings constructed under this plan and *where possible in all public buildings constructed under a government building program*. This would employ a considerable number of artists and related workers (erection of scaffolding, preparation of wall surfaces, etc.) and add to the cultural heritage of our country at the same time. The murals to be selected by competitive designs, juried by a committee of specialist artists and architects. The designs to be executed in consultation with the architect. The media to be employed, Oil, Fresco, or Tempera, as may be suitable. For purposes of rough estimate, it can be assumed reasonable to figure at 2% of the value of the building. For more accurate figuring we suggest not less than \$20.00 per sq. ft. or more than \$40.00 per sq. ft., depending on medium employed. This to include all expenses, artists fee and all help necessary to execute and install the design. These figures are arrived at from the experience of the W.P.A. of the U.S.A. who found that in some instances \$20.00 per sq. ft. was inadequate to cover all expenses incurred.

The monies for these murals to *augment* and not be included in any figure for "Community Centres Plan" buildings.

3. That the Government in spending monies to further and encourage manufacture, impress upon the industry of this country a realization and necessity for greatly improved design in articles of domestic use for home consumption and export trade. Only in this way can we successfully compete with importations of articles of foreign make, here and on the world market. Money spent on research for better designed articles would more than compensate for its use, in enlarged markets, and, therefore greater employment for the people of this country. We suggest, therefore, a sum of money up to \$100,000.00 be set aside for research on this matter to enable a review of the whole field of manufactured articles and suggestions for appropriate contemporary designs.



This sum is not large when you consider research, could well last a year and employ from 12 to 20 individuals of expert capacity and their staffs. For this purpose, the best designers of ceramic ware, industrial designers, engineers, artists, etc., should be brought into consultation with a Government Committee. The Chartered Organizations could be called upon to help form committees of this kind.

Under B—Rehabilitation—We are aware of the many and various activities which will receive consideration under this head. What we have to say, therefore, is simply from the standpoint of the artist and the place he can fill in the solution of this problem. We will present the case here under two broad heads:

(a) Activities for a healthy normal populace moving in accordance with a sound, balanced, social and cultural harmony.

(b) Activities for those needing a special therapy or interest, for adjustment to environment. It is obvious that great numbers of people can be summed under these two groups, and that the Government is going to have to spend moneys for their well being.

We suggest then that the development and use of the arts and handicrafts in cooperation with these numbers of people would benefit the common weal and that a plan for extending the activities of the National Gallery of Canada would be the best method to serve this end. We, therefore, recommend:

1. (a) A plan for National Gallery Extension as outlined by the Federation of Canadian Artists, British Columbia Region, but with the following further considerations added.

*Under travelling exhibitions.*—That there be a greater exchange of foreign exhibitions of painting and sculpture, prints, etc., with exhibitions of our own to promote greater inter-country understanding and goodwill. There is no better or more reasonable means of promoting or publicizing our country to the world than by this method of exchange exhibitions.

(b) That as the Chartered Art & Handicraft Societies are in a perfect position to act in liaison with the National Gallery, to implement the abovementioned plan (particularly as field workers, lecturers, extension of handicraft services, hanging exhibitions, demonstrations, dissemination of literature, promoting interest and advertising by contacting cultural educational and social groups, etc.). This will require time and should be remunerated. Then too these organizations have responsibilities to the demands of their charters—demands of service to the community—which due to lack of funds they are not able to fulfill. We suggest then that these societies be awarded grants for the abovementioned purposes. These grants to the societies could come from the National Gallery Extension Grant. (See N.B.). The gallery could then decentralize some of its activities to these organizations. A committee of the heads of the various organizations should be formed to consider the part they would play and the amount of grant necessary to function. As a prize or award is one of the best methods to focus the attention of the community on the services of the societies and stimulate activity, a well-considered annual prize or award should be included in the estimate.

(c) That, as the magazine "Canadian Art" now being produced under the auspices of the National Gallery of Canada, can best serve the communities across Canada in disseminating all news relative to the arts here and abroad, and can best preserve its liberal and unbiased editorial policy under these auspices, we suggest it continue to be so produced and enlarged as occasion or demand warrant.

(d) That a sum of money be set aside from the National Gallery grant to subsidize this magazine.

(e) That the recommendation of the Federation of Canadian Artists of \$200,000 as an annual maintenance grant for the National Gallery be reviewed by a committee, in concert with a National Gallery appointee, with the view to augmenting this amount in the light of these additional recommendations.

N.B. In order to simplify the amount of funds necessary to fill all these minor grants we deem it advisable to suggest their being derived from a common fund, which we feel can best be administered, from the National Gallery grant.

(Signed) CAVEN ATKINS, *President.*  
*The Canadian Society of Painters in Water Colour.*

## APPENDIX E

### THE SOCIETY OF CANADIAN PAINTER-ETCHERS AND ENGRAVERS INC., TORONTO, ONT.

Submitting the proposals of

- (a) A nation-wide chain of communal halls of culture to bring spiritual welfare to the people on a low-cost basis.
- (b) Institutions of art-research to explore adaptations of the craft-ends of the arts for the establishment of national fine-art industries with a special view on lighter re-employment at the expected early retirement age of 55 in the post-war period.

to

Mr. Gray Turgeon, M.P., Chairman, Committee on Post-war Reconstruction and Rehabilitation, Ottawa.

The Society of Canadian Painter-Etchers and Engravers Inc. (hereafter "Printmakers" for brevity), begs permission to submit a brief on a nation-wide chain of communal halls of culture to bring spiritual welfare to the people on a low cost basis.

The Society of Canadian Painter-Etchers and Engravers Inc., a Dominion wide art organization, efficient by necessity and nature of its exhibition and craft activities, is convinced that the erection of communal halls of culture would be a fundamentally promotive move to secure a permanent home for the Arts in the everyday life of the community of tomorrow.

Touring exhibitions managed by the Printmakers, an average of fifty exhibitions each season throughout the Dominion for the last five years, have proven the leadership of the Arts in already existing centres of spiritual welfare and progress as widely recognized and justified.

This activity, promoted under volunteer work management, furnished evidence of

(a) a possibility of financing standardized art presentations, such as exhibitions of prints, oil paintings, small sculpture and also of music and drama, on a surprisingly low expense basis. The average cost of a 50 print collection for a two week's exhibition stay was found by the Printmakers to be 69 cents, a cost within the means of the remotest small community.

(b) a hopeful re-establishment outlook for almost 50 per cent of our professional artists now engaged in war work at their return to normal occupation by making use of a widespread chain of communal halls of culture for supplying art to the Canadian community on a low rental basis. Example: a print of

\$10 sale's value would rent for 50 cents monthly, oil paintings, of which only one is in existence and no duplicates, as in the case of prints, can be had, will be accordingly higher.

In some cases communities will consider the erection of community halls of culture as war memorials, with a Hall of Heroes included. Although it is recognized that the erection of memorials is mostly a municipal matter, Federal governmental leadership could be instrumental through adequate directing to call into existence and raise the proposed halls of culture to a Dominion wide level of enlightenment and lectures, demonstrations and encouragement in the crafts, various activities in the fields of literature and drama (stage crafts) could be secured on high cultural standard with a national distribution centre providing a necessary co-ordination of programs and itineraries.

The importance of such centres, in their social and welfare work is evident and their eventual facilities of training and of skill maintenance through handicrafts might lead to a better employability of all kinds of citizens.

Inclusion of such centres into the National Housing plan, with stipulations of erecting one centre wherever a local housing project is called to accommodate more than 500 people in a compact group of dwellings and when a community of at least 5,000 people can be drawn towards such centre of spiritual welfare, would mean to bridge a great and unjustified shortcoming of the Arts in Canada, which is not a matter of quality or achievement, but one of reach and distribution within the community.

Institutions of Art-Research to explore and further adaptations of the craft-ends of the Arts for the establishment of national fine-art industries with a special view on lighter re-employment of people at the expected early retirement age of 55 in the post-war period.

The printmaker, a creator of original work, also a workman as the producer of his prints and also a distributor of the latter on a fairly wide field, is somewhat justified to observe problems of a national production-potential that are other than mere industrial ones.

Etched or engraved plates, woodblocks, lithograph stones and plates, etc., can be used and made for purposes different from printmaking, such as

- transfer of adornment on ceramics
- relievo etch on metals
- designs and printing on fabrics, leather, etc.

to only mention a few of their applications.

Facilities or a grant given to recognized art organizations of graphic media and handicrafts, helping the establishment of Institutions of Art Research for the widening of the actual sphere practiced, would bring forward the promotion to two major national problems: the creation of fine-art industries and the useful re-employment of persons rendered non-productive by an early retirement age.

Creation of fine-art industries is a two-fold promotion. The above mentioned applications of craftsmanship in plate and blockmaking could lead to a production of useful art objects on a factory basis, amply exemplified before the war in the exports of France, Belgium, Denmark and Sweden. The form of production is a semi-mechanical one with a great capacity of absorbing skilled manual labour. Its high design and export value is guaranteed by artist-craftsmen making the original plates, blocks, transfers of all kinds.

Research, helped by adequate facilities, is necessary for

- (a) the widening of the field of known adaptations;
- (b) joining the hands of artists and industrialists in pooling mechanical, chemical and production knowledge and fieldwork of information on demand and sales reactions;
- (c) the study of folklore to make all endeavours truly Canadian.



The second aspect of fine-art industries classifies in the domain of hobby or handicrafts. The Printmakers' observation is that a reverse of the present selective service system can be expected in a fairly extended post-war period with the quantity of national production restricted by the domestic market's absorbing capacity on the one hand and economically weak foreign markets on the other hand, this quantity being too easily filled by new production ways of high efficiency and speed. A semi-arbitrary central work allotment to the individual workman and the curtailment of the duration of his life-employment can be envisaged. An eventual early retirement age of 55 resulting from these conditions would place the artist-craftsman into a new position of high responsibility to create kinds of secondary, lighter employment for those of early pensions status. In many cases this second employment might be the one of true individual vocation and would exploit inborn skill and learning instead of earlier employment begun in a youthful age of undeveloped talents and likings. The spiritual welfare angle of creative work replacing the pension-status' depressing idleness is self evident.

The afore exhibited research in art-industries will take care of a certain portion of this problem. Still, the majority of individuals will demand more pronounced individual working environment, such as home-crafts, instead of work of a factory-like frame.

In order to promote the home—and handicrafts the Printmakers observe that one of the obstacles of fine national handicraft schemes was the great expense caused by the actual teaching of good shape and design, decoration and draftmanship and, on the other hand, the large expense to each student caused by learning time alone, disregarding tuition fees.

The making of transfers, of original plates, blocks, stencils, etc., by qualified artists and their pooling in sufficient quantities in art-handicraft centres, would eliminate or substantially reduce these expenses and at the same time guarantee high saleable standards to the "objets d'art", as only the object producing part itself, and their quantitative production if left to the art-worker. Production centres of art-handicrafts, with heir overhead taken care of by such design and shape multiplication methods, will then become also the homes of individual handicrafts of independent creation and style.

The Printmakers feel that a certain amount of research and also research facilities will be necessary to bring this new field of art-handicrafts into operation and that its angles can be harmonized with the National Hand-Arts plans of Mr. Dean Russel of Ottawa.

Fuller documentation of the proposed art-industries and art-handicrafts is in preparation and some experimental examples can be submitted. The Printmakers also plan a touring exhibition of such examples of the adaptation of their crafts. Material or financial help for the establishment of Art Research Institutions could be handled, on grounds of submitted evidence, in all cases by the National Gallery of Canada.

Respectfully,

(Signed) NICHOLAS HORNYANSKY,  
*President Soc. of Can'n. Painter-Etchers and  
Engravers.*

## APPENDIX F

## BRIEF

The Canadian Group of Painters is in favour of the general plan of the National President of the Federation of Canadian Artists, as outlined at the meeting held at the Art Gallery of Toronto, May 13, 1944; and those points of the Ontario Region of Federation of Canadian Artists' plan which have national significance, enclosed on two attached sheets.

(Signed) ISOBEL McLAUGHLIN,  
President, The Canadian Group of Painters.

## FEDERATION OF CANADIAN ARTISTS—ONTARIO REGION

## PROGRAM OF AIMS

## RESOLUTIONS

*First*—(also designated) "A"

*Resolved* that the Federation of Canadian Artists (Ontario Region) stands for:—

1. The promotion of public interest throughout Canada in painting, murals, sculpture, ceramics, handicrafts, industrial design, and other cultural activities, and encouraging their development on a National as well as Provincial and Municipal basis.

2. The employment of artists in all appropriate fields as part of the plans for Post-War Reconstruction.

3. The fostering of cultural relations with other countries by exhibiting and marketing Canadian works of art through existing and future Trade Commissions and other agencies.

4. The employment of competent professional advice in the planning of all public projects in which the Fine and Applied Arts are involved.

5. The improvement of Industrial Design by—

(a) The enactment of laws securing effective protection of Canadian design from infringement and pirating, and prohibiting the pirating of design from other countries.

(b) Adequate aid for research in Industry, with a view to closer collaboration of the Canadian designer and manufacturer.

(c) The extension of facilities for technicological training in industrial design.

6. The encouragement of handicraft co-operatives and establishment of rural training centres.

7. The establishment of foundations and scholarships for those qualified to pursue research and study in any of the Fine or Applied Arts.

8. The more effective Government support of the National Gallery and other public Art Galleries and Museums.

9. The furthering of inter-regional Art Exhibitions.

*Second*—(also designated) "B"

*Resolved* that the above aims (set forth in Resolution "A") can be best promoted and implemented by the direct action of Federal Authority.

*Third*—(also designated) "C"

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*Resolved* that the Executive Council of the Federation of Canadian Artists be urged:—

- (a) To proceed to obtain at once the names and addresses of, and classify all Cultural and other groups in any way interested in the development within Canada of the Fine Arts and Cultural Affairs (such information to be sought from available sources, including the regions of the Federation and their membership);
- (b) To endeavour to have such of these groups as might appropriately be requested to do so, co-operate with the F.C.A.
- (c) To urge upon the other groups (including architecture, drama, literature, music, ballet, etc.), to communicate to the F.C.A. their aims and objectives so that as many as possible of the groups, whatever their interests, might unite to secure Federal Action.

*Fourth*—(also designated) "D"

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*Resolved* that we, the Ontario Region of the F.C.A., believe that if substantially all of the Cultural Groups in Canada interested in the Fine Arts and Cultural Affairs were to unite in a Declaration asking for the establishment of a Ministry of Fine Arts and Cultural Affairs, and outlining the scope of its operation, it would not only be favourably received but would get results.

## APPENDIX G

### BRIEF OF THE CANADIAN SOCIETY OF GRAPHIC ART

(Incorporated 1933)

The objects for which the Corporation is formed are the encouragement and fostering of original Graphic Art (e.g., printing, lithography, engraving, etching, advertising art, book and magazine illustration, industrial design and drawings in various media) the provision of facilities for the practical study thereof, the dissemination of useful information in the form of lectures and working classes in connection therewith, the holding of an annual exhibition, the promotion of the best interests of the members of the corporation and of friendly intercourse amongst them.

Art is a living growing thing, and to progress creatively and with cultural meaning, must have (1) economic stability, (2) growing opportunities for workers in the cultural fields and (3) opportunity to exchange cultural thought with peoples of other countries.

Advertising art and industrial design as a major part of Graphic Art, is of mutual benefit to the artist, the manufacturer and the consumer. It is indispensable in modern society and as such can contribute to both the material comfort and spiritual happiness of every man, woman and child.



It is therefore urged that:

1. (a) A commission be formed to study the application of Graphic Art to industry and commerce in order to bring about a real consciousness of the interdependence of artist, manufacturer and consumer.

(b) Facilities be expanded for the teaching of advertising art and industrial design to thousands who have the capacity to work in this sphere.

(c) Legislation be passed to prevent pirating of advertising and industrial design by manufacturers. (The Canadian Society of Graphic Art endorse the program for industrial design as set forth in the brief of the Sculptors' Society of Canada).

(d) Provision be provided for the conducting of lectures and demonstrations of printing, lithography, engraving, etching, advertising art, book and magazine illustration and industrial design in schools, clubs, art galleries, trade union halls, etc. Through these contacts the average man will understand the link between Graphic Art and daily life and benefit therefrom.

(e) Economic stability be provided for artists either through the expansion of private and commercial enterprises (which have definitely shown themselves to be more or less inadequate to give steady employment to the majority of graphic artists) or through the organization of governmental resources.

2. Broadening of the field—a few suggestions:

(a) Public buildings in the future should make use of murals and sculpture and should work in conjunction with the architects concerned.

(b) Canadian embassies should have a Canadian art collection where space permits; and, if this is not practical, at least a few examples of Canadian art should be in evidence in embassy offices.

(c) Canadian art at reasonable prices should be available to the public through local art galleries serviced by the National Gallery, and suitable publicity put out to publicize such exhibitions and sales.

(d) Silk screen prints of Canadian art, original prints and lithographs should be made available to trade union halls and factories. These could be rented or purchased outright.

(e) The Picture Loan Society idea could be further extended by public galleries.

3. Cultural relations with other countries:

(a) Exchange groups of arts and students should be sent to other lands to study, thus facilitating the exchange of ideas and points of view.

(b) Exchange exhibitions of art of other lands could be a regular feature in the community gallery.

(c) Art galleries should be considered in much the same light as our movie houses, i.e., as circuits of distribution. Each exhibition should be booked on circuit basis as films are, and a list of programs of available exhibitions should be drawn up and distributed where such a system would be easy to operate. This idea would be particularly good with print exhibitions because of the ease of handling and economy of shipping and transport.

(Signed) LAURENCE HYDE,  
*President.*

E. CONYERS BARKER,  
*Secretary, Canadian Society of Graphic Art.*

## APPENDIX H

## FEDERATION OF CANADIAN ARTISTS

NATIONAL PLAN FOR THE ARTS FOR PRESENTATION TO THE  
HOUSE OF COMMONS RECONSTRUCTION COMMITTEE

It is necessary first to distinguish between education proper which is, we understand, a provincial matter, and a national culture.

Educational systems are an offspring of a national culture.

Educational systems vary from province to province and in some cases differ considerably, so that cultural unity, over and above whatever diversity exists, becomes a necessity.

This can be achieved through the arts alone.

This is so because the life in the arts, being universal, transcends racial, religious, economic and political differences, and class interests as well as sectional prejudices.

So we conclude that Canadian unity can be achieved through the arts. This is their social function to-day in Canada.

With this in view we submit the following plan as the most inclusive and far reaching method of integrating the arts with the life of the Canadian people.

*Plan.*—That 25 major cultural community centres be built in Canadian cities:—

- 5 in the Maritime Provinces
- 7 in Ontario
- 3 in British Columbia
- 4 in the Province of Quebec
- 6 in the Prairie Provinces

Each building would include:—

1. A small auditorium varying in size according to the size of the city, seating capacity 800 and up. To be designed and equipped for drama, ballet, orchestra and concerts of all kinds, films, lectures and meetings of various kinds.

2. An art gallery, for all kinds of art exhibitions including the crafts.

3. A craft workshop.

4. Workshop with equipment for lithography, silk screen prints and mural painting, etc.

5. Library, municipal library in larger cities. Smaller centres and rural districts to be served through county or regional libraries as proposed in the brief by the Canadian Library Council.

6. Rooms for children's work and art teachers classes, storage, assembly, and parking rooms, and the necessary offices.

These centres would serve the cultural life of the community beyond that of the educational system and each one would be a distributing centre for the district, that is to factories, clubs, schools, etc, and to the rural communities.

Each centre would cost from \$250,000 up, the land to be given by the municipality.

This is a total of \$6,250,000 for such major centres.

That 50 minor centres be built, designed to house a small auditorium seating 400-500, with facilities mentioned for the major centres but on a smaller scale. Each centre to cost from \$50,000 to \$100,000, or a total of from \$2,000,000 to \$4,000,000.

This means a total of \$10,000,000 for both major and minor centres.

*Services.*—There are at present three national services which should function through all of these cultural centres.

### 1. *The National Gallery*

A very large extension of its services would be necessary to assemble hundreds of exhibitions of many kinds and to schedule these through all the centres. This will necessitate an increase in its staff, including field workers and lecturers, and a large increase in its yearly grant.

A new National Gallery Building, with adequate storage, assembly and shipping space, repair workshop, offices and galleries will be necessary to carry out such an enlarged programme. The handicrafts would require central offices and storage, etc. which should be provided for in the new National Gallery Building.

### 2. *The National Film Board*

The Film Board could readily extend its circuits and services to take in these community centres. It would require a small room in each centre for equipment and repairs etc.

### 3. *The Canadian Broadcasting Corporation*

It would plan and schedule concerts of all kinds, lecturers, etc. A special staff within the Corporation would be essential for this purpose.

We suggest that the Government provide a grant to carry out the necessary survey implied in this Plan, and that \$25,000 is suggested for this survey.

(signed) LAWREN HARRIS,  
*President,*  
 4760 Belmont Avenue,  
 Vancouver, B.C.  
  
 H. G. KETTLE,  
*Ex. Secretary,*  
 62 Rosehill Ave.,  
 Toronto 5, Ont.

## APPENDIX I

### SUMMARIZED STATEMENT ON THE CANADIAN AUTHORS' ASSOCIATION FOR THE RECONSTRUCTION COMMITTEE

The Canadian Authors' Association was organized in 1921 to act for the mutual benefit and protection of the interests of Canadian authors and for the maintenance of high ideals and practice in the literary profession. Qualification for membership includes any Canadian author, writer, artist, musical composer, dramatist, scenario writer, radio script writer or other creator of copyrightable material being of recognized position in any of the above named classes. The Canadian Authors' Association has consistently advocated the strict adherence of Canada to the international Copyright Conventions of Berne and Rome.

It numbers to-day (May 12) 740 members (annual dues \$5), publishing its own quarterly organ "The Canadian Author and Bookman", as well as a quarterly "Canadian Poetry Magazine". It receives no financial subsidy from Federal Government.



Only one Provincial Government in Canada has made financial contributions to promote Canadian Authorship, namely the Province of Quebec, which grants annual prizes for works written by authors domiciled in the Province—these are known as the David Prizes, and amount at present to a total value of \$4,200.

The Governor General's Awards organized by the Canadian Authors' Association have hitherto been financed by the Association itself, which conceived the idea of medals for the best fiction and non-fiction books of the year.

Under its Constitution, the Canadian Authors' Association is Dominion-wide, with branches in each Province. As so many of the works published are on Canadian themes, dealing with aspects of Canadian life in the various regions of Canada, Canadian authors can justly claim to have played their part in making Canada known to its own people and in thereby helping to unify the nation.

The Canadian Authors' Association is glad to associate itself with the Royal Canadian Academy and other recognized Art, Musical and Cultural Societies and Associations in any representation to the Reconstruction Committee of the Canadian Government that due consideration be given in any Reconstruction Plans to the promotion of the Arts, Crafts and Culture among the Canadian people.

So far as the Canadian Authors are concerned, we recommend:—

1. That travelling libraries be organized and circulated in rural districts throughout Canada, including books written by Canadian authors, and dealing with Canada—these to be drawn from a central library or depot of Canadian books at Ottawa, which shall be adequately financed and staffed for that purpose—the staff to be drawn by preference from discharged Service men or women but strictly limited to competent persons. This library service would fit into the Community Centres Plan accompanying this brief, which we support.

2. That collections of the best Canadian books available be sent to public libraries in the other countries of the United Nations, to create a better understanding of Canadian Culture.

(Signed) J. MURRAY GIBBON,  
*Hon. President and Authorized to speak for the  
 Canadian Authors' Association.*

## APPENDIX J

### BRIEF SUBMITTED BY THE MUSIC COMMITTEE TO THE RECONSTRUCTION COMMITTEE OF THE HOUSE OF COMMONS

#### A NATIONAL PROGRAM FOR THE ARTS IN CANADA

A committee of musicians, formed at the invitation of the President of the Royal Canadian Academy, presents the following short brief, with suggestions for the re-establishment of musicians now in the Forces. These projects have the support of the Canadian Performing Right Society and the Canadian Federation of Music Teachers.

#### PART I

##### (a) *Orchestras*

This committee recommends the formation of a permanent National Orchestral Training Centre where orchestral players, conductors, and composers could be trained, and an annual grant of \$200,000 for its establishment.

A National Orchestral Training Centre would provide first-class players for provincial orchestras, the C.B.C., bands, and other organizations.

A Training Centre would ensure a higher standard of performance generally than is at present possible, and would also provide a period of study and work for many musicians now overseas before resuming their professional occupations.

Provincial orchestras might well be subsidized on a pro rata basis to local grants and amounts raised privately. In this way many first-class musicians would be re-established and given a financial security they have hitherto lacked.

(b) *Community Centre Plan*

The Community Centre Plan as outlined by Lawren Harris and the Arts and Letters Club of Toronto is recommended.

These schemes, by their dispersal of building programs across the Dominion, would provide opportunities for increased local appreciation and interest in music of all kinds (including band concerts) and employment for musicians.

(c) *An International Exchange and Information Bureau*

The immediate formation of an International Exchange and Information Bureau, working in conjunction with the Ministry of Foreign Affairs, is recommended. At the present time there exists in Canada no council or committee analogous to the British council. Such a body would act as the official clearing house, both at home and abroad, for information about Canadian music and Canadian composers.

Music forms one of the main features of national propaganda from foreign countries. Original Canadian compositions should be distributed abroad with a view to developing world-wide appreciation of Canadian music; furthermore Canadian musicians should be enabled to go abroad periodically.

## PART II

The committee suggests the following items as worthy of consideration, and would be glad to supplement this precis with detailed information on request:—

(a) *Education*

The establishment of schools or classes for the teaching of music in districts not already cared for.

(b) *Discovery of Talent*

By competitions in various districts or centres of population. First, to discover talent in the composition of music, and second in the performance of music.

(c) *Special Tuition*

Scholarships for the maintenance and teaching of outstanding musical talent.

(d) *Publication and Public Performance*

Publishers might be assisted in the publication of worth-while compositions by Canadian composers. At the present time very few representative Canadian printed works are available.

(e) *Music Festivals*

These might be organized in different sections of Canada with a view to stimulating and extending public interest in music—such as those which have been so successful in Australia.

(f) *Accommodation*

A National Theatre and large halls might be built in the bigger cities of Canada—halls suitable for performances by symphony orchestras to large audiences.

## APPENDIX K

## MEMORANDUM FROM THE CANADIAN SOCIETY OF LANDSCAPE ARCHITECTS AND TOWN PLANNERS

The profession of Landscape Architecture represents a much wider field of activity than the mere designing and planting of private grounds and public parks. It is concerned with the planning, development, and reconstruction of urban and rural areas.

The health and wellbeing of the entire population are vitally affected by the following:

1. Adequate facilities for both active and passive recreation.
2. Provision and treatment of open spaces.
3. Development of parks and playgrounds providing maximum amenity at minimum cost and employing unskilled labour on a large scale.
4. The establishment of well distributed botanical gardens as an educational public enterprise.

Inasmuch as we, The Canadian Society of Landscape Architects and Town Planners believe that all cultural advancement, as exemplified by the Arts in their widest sense, can only be developed and appreciated in communities which exist under healthful conditions, we wish to go on record as stating our firm conviction that any future schemes intended to be incorporated in the National Reconstruction of Canada, should be based on modern Town Planning.

Masses of people herded together in slum areas are little interested in, or benefited by, cultural centres only.

The properly planned city embraces all the arts, including such amenities as parks, botanical gardens, playgrounds and recreation centres, therefore, the first consideration should be scientific city planning or replanning, and the first step in reconstruction should be slum clearance.

(Signed) L. A. DUNNINGTON-GRUBB,  
*President, Canadian Society of Landscape Architects  
and Town Planners.*

## APPENDIX L

## BRIEF SUBMITTED BY THE DOMINION DRAMA FESTIVAL

The Dominion Drama Festival was inaugurated at a meeting called at the instance of His Excellency the Right Honourable the Earl of Bessborough, Governor General of Canada, on October 29, 1932. The competitors were to be amateur groups chosen by previous competition as representative of the best dramatic work being done in the various parts of Canada. For this purpose the country was divided into 12 regions. Regional committees were appointed and the first final Festival was held in the month of April 1933. In the regional festivals there were presented 90 plays in English and 20 in French. In the final festival 18 plays in English and 6 in French took part. In the years following the number of plays in the regional festivals increased quite substantially.



The initiative of Lord Bessborough in founding the Dominion Drama Festival sprang from his appreciation of the widespread interest in community drama throughout Canada and its value as a civilizing and educative influence. Investigation proved that there was hardly a community—city, town or village—in which drama-activities did not exist. These were focal points for self-expression and cultural development which included many arts—the study of dramatic literature, the presentation of plays, costuming, design, decoration, lighting, carpentry and invention of various kinds. The groups drew adherents from the whole community, brought out and encouraged latent talent, stimulated friendly co-operation and brought colour and interest into the lives of the people.

The organization of the Festival on a national scale gave new and vigorous life to all these local efforts. Its benefits were widespread and quickly appreciated. Not the least of these was its influence on national unity and mutual understanding. In each province groups from widely separated places came together one a year in competition. In the final festivals groups from the whole of Canada travelled to a central point and spent a week in an atmosphere of the utmost good-will in mutual study and emulation. The social value of this was great; friendships were formed and each person taking part carried away new impressions which tended to allay misunderstandings and promote a feeling of common citizenship and national pride.

At the end of the war the Festival will resume its activities and will no doubt do much to add interest to life in many communities which were at a loss before the stimulus and facilities of the Festival existed.

One difficulty which meets all endeavours such as the Drama Festival is the lack of buildings—theatres or halls—suitably equipped for dramatic presentations. This need exists in the majority of Canadian communities. For that reason the Dominion Drama Festival and all those interested in kindred efforts strongly support the representations that have been made for the establishment on a wide scale of cultural centres—buildings designed to provide the indispensable facilities of artistic activities of various kinds. These would naturally, and should certainly, include a theatre and its appurtenances.

With regard to what is known as the professional theatre, it should be added that this too is a matter inviting government attention. It is hard to picture important centres of population pretending to a reasonable level of general cultivation but lacking a theatre. Visitors to Canada are struck by this crying need. It would be of inestimable advantage if at selected points the building of theatres could be assured. The construction of public theatres might be financed by Federal Government assistance under arrangements with municipalities which would undertake to manage and maintain them. They would then become municipal theatres available for the continuous use of travelling dramatic companies which now pass Canada by. The benefits to the life of Canadian cities would be striking. The theatres would not only provide the means for dramatic entertainment on a high level, but would be used for concerts, public meetings and any other purpose which the municipal authorities might find suitable.

Dominion Drama Festival

(Signed) H. C. OSBORNE,  
*Chairman.*  
*Hon. Director.*

## APPENDIX M

## THE CANADIAN HANDICRAFTS GUILD

## SUMMARIZED STATEMENT ON HANDICRAFTS IN CANADA FOR THE RECONSTRUCTION COMMITTEE

The Canadian Handicrafts Guild was incorporated by Dominion Charter in 1906, and through its branches and affiliations throughout Canada, has a membership of 1,806, National Head Office—Peel street, Montreal.

The preamble to its charter describes it "as a benevolent association for the purposes of encouraging Canadian handicrafts without personal profit to the members of the Guild".

The Canadian Handicrafts Guild helps to provide through its own and affiliated shops a market for a great many handicraft workers (approximately 2,500), who are not members. Owing to its Dominion-wide ramifications, this Guild has been requested on several occasions by the Dominion Government to assemble collections of Canadian handicrafts for international exhibitions.

The number of Canadians actually engaged in handicraft is much larger than is generally recognized, because so much of such work is part-time and is devoted to creating things for home use. According to recent survey made in eastern Canada by the Department of Trade and Commerce, only 10 per cent of Canadian handicrafts are made for sale to tourists.

The Canadian Handicrafts Guild is glad to associate itself with the Royal Canadian Academy and with other Art and Musical Associations, urging upon the Reconstruction Committee the sympathetic consideration of the promotion of Canadian culture in its planning for post-war reconstruction.

*Recommendations* (of which 1, 2 and 4 would fit into the Lawren Harris plan which we support):

Where federal assistance might legitimately be sought for in the field of handicrafts would be—

(1) The establishment of a National Museum for Canadian handicrafts or the extension of the National Gallery with branches so as to include Canadian handicrafts among its activities.

The director of the Handicrafts Division should be a recognized leader in that field and have a staff of competent persons, preference being given to returned soldiers if available:—

(2) Organization of travelling exhibitions of individual crafts throughout Canada;

(3) Organization of exhibits of Canadian Handicrafts abroad, particularly the United States, with the co-operation of the Canadian Government Travel Bureau, to promote the tourist industry; an industry which employs a very large number of Canadians;

(4) Encouragement of craft workshops in community centres under the post-war reconstruction housing plans, equipped with display cases of handicraft and supplies of illustrated manuals of instruction on the various crafts.

(Signed) J. MURRAY GIBBON,  
*President, The Canadian Handicrafts Guild.*

Montreal, May 12, 1944. ♠

## APPENDIX N

## THE CANADIAN GUILD OF POTTERS

TORONTO, CANADA.

*The Place of the Craft of Pottery in Reconstruction and Rehabilitation*

The Canadian Guild of Potters was organized in 1936. Its main objectives are: the improvement of standards of design and quality in Canadian ceramics; the utilization of Canadian clays and other materials; the development of public taste for pottery; co-operation in approved projects along similar lines.

The Canadian Guild of Potters supports the entire program submitted by the fifteen associations participating in the presentation of a Brief on the Cultural Aspects of Reconstruction to the House of Commons Special Committee on Reconstruction and Rehabilitation and stated here are proposals which would be of special value in encouraging employment and higher standards in the Ceramic Arts:

1. The exploration and development of Canadian clay belts for commercial use;
2. Greater facilities for technological research and experiment in Canadian clays, glazes, etc., either within existing institutions or in new ones;
3. The establishment of communal workshops and exhibition space, either as a result of the Community Centre Plan, as submitted by the Federation of Canadian Artists, or otherwise;
4. Exchange exhibitions with other countries, and the establishment of a permanent collection of Canadian ceramics to be housed in the National Gallery;
5. Legislation to prevent piracy of design by manufacturers. We endorse the recommendations of the Sculptors' Society of Canada regarding industrial art insofar as it relates to the ceramic trades;
6. National propaganda for the elevation of Canadian taste in regard to the arts and crafts;
7. The re-establishment of excess war factory labour in the ceramic arts and trades, and the rehabilitation of service personnel by—
  - (a) greater facilities for ceramic instruction,
  - (b) government subsidization of new ceramic art industries or craft co-operatives.

All of which is respectfully submitted,

(Signed) KATHLEEN M. TOWERS,  
*President, Canadian Guild of Potters.*



## APPENDIX O

## BRIEF SUBMITTED BY THE ARTS AND LETTERS CLUB

The Arts and Letters Club joins with other art organizations in urging increased government support of the arts in Canada. The Club's proposals are made under the following three headings:

I. *That an arts commission be set up.*

An outline is suggested for the personnel of the Commission.

II. *That the commission undertake the employment of artists as an immediate post-war rehabilitation project.*

These artists should be employed in entertainment and cultural services designed to enrich the recreational life of the nation.

III. *That the above commission initiate and promote a nation-wide movement to build and operate community centres.*

The rehabilitated artists employed by the Commission (Proposal No. 2) would provide the cultural services for these centres.

The procedure which was successful in encouraging Vocational Education should be followed: The Federal Government to set aside the sum of \$10,000,000 from which any community, no matter what its size, would be entitled to grants-in-aid to assist in the building of such a centre, provided that the community and the province are prepared to contribute on a pro rata basis.

I. *That an arts commission be set up*

The Arts and Letters Club supports the demand that a governmental body be set up under the Department of Reconstruction to give employment to artists, especially to artists being rehabilitated from the armed forces, to promote a nation-wide scheme of Community Centres, to provide services for these centres, and to guide and develop our culture along national lines.

The Club believes that a Commission, non-political in character, and representative of all the arts, is the form that this governmental body should take.

It suggests the following personnel:

1. A representative of the Film Board.
2. A representative of the Canadian Broadcasting Corporation.
3. The Director of the National Gallery.
4. A French and an English representative of the visual fine arts.
5. A French and an English representative of theatre groups, including

the Dominion Drama Festival.

6. A French and an English representative of musical institutions and associations.

7. A French and an English representative of literary and library interests.

8. An architect.

9. A representative of the Community Centre or Adult Education interests.

10. A representative of the universities.

11. A representative of the Department of External affairs, to co-operate with the Commission in sending abroad exhibitions, plays, musical organizations, books, and so forth.

Total—15 members.

## *II. That the commission undertake the employment of artists as an immediate post-war rehabilitation project*

The Arts and Letters Club makes this proposal for the following reasons:

1. A program of social security in itself is not enough. Men must have opportunities for fuller and richer living as soon as they are freed from fear and want. They must be encouraged to spend their new-found leisure profitably.

2. The time has come when Canada, which has attained a high standard of material prosperity, must "come of age" in the arts. The pioneer period, in which our people had to give their attention entirely to wresting a living from the soil, is over. Our greatness as a nation demands that the character and aspirations of our people should find expression in the arts.

3. In cultivating friendly relations with other countries, there are no better ambassadors of goodwill than exhibitions of the work of our artists, musical and dramatic troupes travelling abroad with Canadian music and plays, and exportable Canadian books, films and radio programs. Other nations will be making this kind of contribution to international understanding, and Canada should not lag behind.

4. If we are to make democracy work, all our citizens must be well educated, with a capacity for intelligent and cultured living. This means that our entire concept of education must be broadened to include not only the child and adolescent period, but the whole of life. The radio, the film, the theatre, paintings and sculpture, literature, and music, should be supported by the government so that all the people may take pleasure and gain profit from them.

5. The government has already made a start on this program. The C.B.C. is giving employment to a large number of writers, musicians, actors and play producers. In the National Film Board we have the beginnings of a Canadian film industry. A measure of support is given to libraries and art galleries by civic and federal authorities. Some artists are now in uniform, recording the part played by our soldiers, sailors and the air men in the war. And the first gesture toward a national theatre has been made in the army, navy and air force shows. We must carry on and extend this activity.

6. Finally, there are other examples to guide and encourage us. In the United States during the depression the projects of the W.P.A. in arts, music and theatre showed what could be done in stimulating a cultural renaissance and bringing art to the people while at the same time giving employment to men and women who would otherwise have starved, or languished on the dole.

In Great Britain, the British Council and the Council for the Encouragement of Music and the Arts, both operating with grants from the government, are spending great sums to promote music, painting, sculpture and the theatre.

On the continent civic and national theatres, presenting opera, ballet and drama, have been an established part of national life and culture. They have been operated from the days when court and aristocratic patronage failed; in many cases the same theatres are still used. In these theatres the average citizen can hear good music, and see good drama, at prices corresponding to our movie prices.

With these examples in mind we should plan now to increase the support we extend to the arts in Canada. If we give training and employment to thousands of young returning men who are interested in them, we shall have made a substantial start on a program which should lift the arts to the place of importance they deserve in a young but potentially great nation.

### *Proposal for Employing Artists, Largely Returning Service Personnel*

There are a great number of men and women in our armed forces who are vitally interested in the arts and have talent or experience as actors, musicians, painters and writers.

They are entitled to make their living in their chosen fields if they wish to do so; their service to their country gives them the right to expect this privilege.

If the proposal to build and operate community centres is carried out, these artists can be employed in providing cultural services for the centres. Before the centres are built, temporary halls can be used for the plays, concerts, films and art exhibits which are to be circulated.

If a considerable number of service men and women are directed into the arts there will be fewer to be re-established in other walks of life. This will be a modest, but effective contributory measure in meeting the problem of unemployment in the dangerous post-war period.

The Arts Commission should employ these men and women over the next four years in projects that will give them opportunities to develop their special talents and creative abilities, and at the same time contribute to the maintenance of public morale, and to useful recreational and cultural activities in all communities across the country, including community centres that are built under the nation-wide scheme advocated in Proposal No. 3.

NOTE.—There are approximately 450 musicians, singers, dancers, actors, writers and scene designers in the Army, Navy and Air Forces shows. There are perhaps fifty in the armed forces who have professional talent and standing in the visual arts, including the twenty artists painting war records. This makes a total of 500 who could be given employment by the Commission immediately on the conclusion of the war.

The Club is investigating the number of additional artists who might be given employment and we hesitate to speak until our investigations are complete, but we believe that it is reasonable to expect that this number (500) could be increased fourfold over a period of four years:

1. By finding among the armed forces others who are qualified to take part in the new scheme. (There are over a thousand members of the Musician's Union enrolled in the three services.)

2. By allowing those who would like to join the Artists' Rehabilitation Service to train in music, art and drama schools and enter the Service on graduation, providing they have shown that they have the necessary talent and ability.

This would make a total of upwards of two thousand who might be given employment.

## SPECIFIC PROPOSALS

### A. *Theatre*

1. In order to sustain morale in the period of emotional strain and disturbance following the war, existing entertainment units—the Army, Navy, and Air Force shows, should be continued, with their presentations modified to meet the new conditions of morale maintenance. They should be sent up and down the land, visiting all communities. Smaller units can be added as soon as they are trained, serving the more remote centres, so that all our people will have the opportunity to enjoy living theatre of this lighter variety.

2. As circuits are established and audiences built up, repertory groups presenting legitimate plays should be formed. These groups could give both classic and contemporary drama.

3. Competitions should be held and substantial prizes and royalties offered for new Canadian plays. The acting units can add these plays to their repertory. Thus we should encourage a native drama expressing the life of our own people.

4. As soon as possible the Commission should form one or more groups to present operettas and light operas, including those of Gilbert and Sullivan.

5. As an ultimate objective, the Commission should aim to establish a touring company that would present the great operas of the established repertory, sung, if possible, in English.



6. Another objective should be the creation of a Canadian Ballet Company, offering the standard works, and new ballets based on Canadian themes.

7. The Commission should co-operate with the Department of External Affairs in sending the best of these troupes to other countries, including the members of the British Commonwealth and the United Nations. This would be a gesture of good-will, contributing to international understanding and improving our cultural status in the world community.

8. In addition to providing complete entertainment units, the Commission should encourage recreational and cultural community activity in all phases of the theatre. This could be done by sending out experienced directors or coaches to help in choosing, casting, rehearsing and staging local presentations. In the periods in which these coaches are in each community they could also give lecture or demonstration courses to increase knowledge of the theatre and to stimulate interest in the possibilities it offers for enriching community life.

9. Specifically, these coaches could help in preparing plays for local, Provincial and Dominion Drama Festivals. It is to be hoped that the Dominion Drama Festival will be revived after the war. The procedure followed with such success in Alberta under the direction of Dr. Corbett could be employed: the coaches visiting each community to help the players launch their production, and returning after three or four weeks to put the finishing touches on it.

The Commission could also help by providing adjudicators for the festivals.

#### *B. Painting and the Other Visual Arts*

1. As with the theatre, artists now employed by the services should be reengaged by the Commission. There are some twenty of our best young painters doing war records. They should continue their painting, recording the achievements of the nation in peace. Most of their work would belong to the Commission, and could be circulated in exhibitions both at home and abroad. Ultimately it could be disposed of, to be hung in libraries, schools, hospitals, and other public buildings.

When other young artists have completed their training they might be added to this small group of creative painters if their work is judged to be of a very high standard.

2. Some of these painters, and others from the services who show special gifts in mural decoration in their period of training, could be employed by the Commission doing murals for schools, community centres, civic, provincial, and federal buildings. Those who show special ability in sculpture could be employed doing relief panels, as well as studies of figures and other subjects for entrance corridors, approaches and grounds.

An Order-in-Council, requiring the expenditure of 1% for fine arts decoration in the construction of all new public buildings, would assist the Commission considerably in employing artists, and relieve it of a measure of financial responsibility.

3. The best work of the artists employed by the Commission should be sent abroad, as was suggested with theatre troupes.

4. As with the theatre, the Commission's activities would be partly educational in character. It would encourage a broad movement of adult education and improved cultural and recreational activity across Canada. The unit would presumably be the community centre: either a hall designed for the purpose, or the local school, library or Y.M.C.A. To these centres exhibitions would be sent by the Commission, probably working in conjunction with the National Gallery. One would like to envisage thousands of these centres established all over Canada in the space of a few years. Through them there would be routed a constant stream of exhibitions, theatrical entertainments, concert soloists and groups, and documentary films.

The Commission would employ a number of artists as lecturers to accompany the exhibitions sent to these communities. They would give talks and demonstrations, and offer short courses in art techniques and appreciation.

5. Those who are interested in hand arts and crafts could be trained and given employment in this field. Here again the Commission would pursue the dual purpose of encouraging creative activity and stimulating public interest in the arts.

6. The graphic arts offer another field in which returning service personnel can be trained and employed.

7. The Commission could direct the efforts of a considerable number of artists into research in materials and techniques in applied art, and the improvement of design in industrial products.

8. A small number would be employed as scenic artists designing and staging theatre presentations.

9. As the activities of the Commission multiplied many would be required for posters and lay-out work to publicize these services.

The Commission should weigh carefully the ability and accomplishments of the painters, sculptors and other rehabilitated artists whom it employs. Those who show real promise, and whose work indicates that they might make a genuine contribution to Canadian art, should be freed from non-creative activities so that they might devote their time to creative projects.

#### C. Music

1. Many singers and instrumentalists would be employed in the theatre troupes.

2. A small number whose performances are of concert calibre should be sent as soloists or in trios, quartets, small orchestras or choirs to community centres. The best of these concert groups should be sent abroad, preferably with Canadian music in their repertoire.

3. As in the case of the theatre and visual arts, there would be opportunities for a certain amount of lecturing. The concert groups might have among their number, or accompanying them, someone with a special talent for interesting audiences in the music being played or sung.

4. Many communities would welcome "Master Courses" or "Refresher Courses" provided by musicians sent out by the Commission.

5. Young composers now in the services, and others in the services who show creative gifts in their period of training, should be carefully encouraged by the Commission. A certain portion of their time should be freed from teaching and from writing incidental music for radio and films, to allow them to devote themselves to serious composition. In this way we can develop an important Canadian school of composers.

#### D. Literature

1. There would be opportunities for writers in connection with the theatre activities sponsored by the Commission.

2. On a journalistic plane, men and women with writing experience and talent could help the Commission in publicity and public relations.

3. If, among those who are rehabilitated, the Commission finds some who have genuine literary gifts, it should provide them with liberal periods of leisure during which they could finish novels, verse and works of non-fiction which they have submitted in outline to the Commission.

### III. *That the Arts Commission Initiate and Promote a Nation-wide Scheme to Build and Operate Community Centres*

The rehabilitated artists employed by the Commission (Proposal No. 2) would provide the cultural services for these centres.

The Arts and Letters Club makes this proposal for the following reasons:—

1. *The Need for Such Centres in Rural and Frontier Communities.*—There are vast areas of Canada where the population is thinly scattered. We want to anchor the population in these districts to the land. At the present time the people there are starved for books, music, and entertainment, for social contacts and recreation. The community centre can be an effective means of making life in these districts more attractive. Little halls, scattered across the countryside, will be stabilizing centres, tremendously valuable in keeping our people vital and content and increasing their enjoyment of life.

After the war new immigration groups will arrive. They too must be given an opportunity to share in our culture; they must be integrated with the vital life of the nation. The community centres will help to do this, and will assist the school in making them better Canadians.

2. *The Need in Slum Districts.*—Here the starvation is of a different kind, but just as unfortunate in its results. In all slum clearance and rehousing projects it is obvious that the community centre, intelligently directed, is the key factor in remoulding a neighbourhood in a better pattern.

3. *The National Need.*—The war has generated a restlessness, an expectancy, among our people. They are ready for something. They anticipate important changes in the post-war world.

If this expectation is defeated, chaotic conditions will prevail. We shall have, as in the depression years, a widespread discontent, a drifting of the population from place to place, a steady deterioration in morale.

Thousands of community centres in villages, towns and cities across Canada, well designed and built, provided with library, art, music, and entertainment services, and equipped for social, recreational and citizenship activities, will be in earnest of a new order, a better society. Their social benefits would be as great as those anticipated from housing or rural electrification, and their value from the standpoint of a more democratic, cultured, and civilized society would be incalculable.

In 1919 the Dominion Government set aside \$10,000,000 for grants-in-aid to vocational education. The result was that technical and commercial education suddenly flourished, with hundreds of new schools and a significant widening of the concept and influence of education.

We ask the Select Committee on Reconstruction and Rehabilitation to recommend similar support *now* for the community centre movement; the results, we are sure, will be just as far-reaching. Such a program, supported by all parties, and given priority in post-war construction programs, would be the most concrete and valuable contribution the government could make toward a better post-war society in Canada.

4. *A Way to National Unity.*—This is the underlying political significance of what we propose. Geographically, Canada is not an entity. Its first statesmen bound it together with bonds of steel, subsidizing the new railways that were being built.

The dangers of disunity are as present to-day as they were in the years after Confederation. We must strengthen the ties that bind us together by every means that is possible; especially by the development of a *national* culture which will become an integral part of the life of our people through the arts flourishing in these community centres.

The Dominion Drama Festival in pre-war years was an admirable example of a truly national activity in art. It bound together all sections of the country, including French-speaking Quebec, in a common enthusiasm, disinterested and non-political. It was an example of how two cultures can be merged in



a common culture; of how, with two languages, there can yet be one spirit, one art, and one understanding.

### THE ACTIVITIES OF THE COMMUNITY CENTRE

#### 1. *Social Activity; Sports*

Dances, banquets, social gatherings of all kinds. Indoor sports.

The centre which emphasizes these activities to the disadvantage of citizenship and cultural activities is a social hall; it is not fulfilling its highest function.

In small communities, where the centre must be a many-purpose unit, these activities must be given some place. In bigger communities, where other facilities are available, and a greater degree of specialization is possible, they will be largely eliminated.

#### 2. *Citizenship Activity*

(a) Discussion of regional problems, pointing to regional action; democracy at work on the community plane; meetings of veterans, adult education groups, citizens' forums and other discussion groups.

(b) Lectures and exhibitions dealing with nutrition, health, rural and city housing, improved agricultural methods, town planning, conservation techniques.

#### 3. *Cultural Activity*

(a) *Libraries.*—Travelling libraries in the smallest communities; municipal libraries elsewhere.

According to a survey, reading and radio listening are the two favourite forms of recreation of the Canadian people. A post-war program should include provision for a tremendous extension of library services in Canada. Where a community has no library its new centre might take the form of a library; if the prime need is for a concert and stage hall, or an art centre, it might include additional space for a library.

These libraries would be served by regional and provincial libraries, and through them or directly by a National Library, which would also be a National Lending Library. This National Library would be represented on the Arts Commission which provides services for the community centres.

The Report of the Chief Librarian to the Public Library Board of Toronto, "Libraries in the Post-War World", January, 1944, should be consulted.

(b) *Films.*—Circulated by the Commission in co-operation with the National Film Board or the National Film Society.

(c) *Musical and Dramatic Programs.*—Local, or sent out by the Commission.

(d) *Exhibitions of Fine Arts and Crafts.*—Provided by the Commission, in co-operation with the National Gallery.

*Local Hand Art and Craft Activity*

#### *Circuits for Plays, Concerts and Arts Exhibits to be Provided for Community Centres by the Commission*

These would naturally fall into three classes:—

1. *A Major Circuit.*—This would include centres that have auditoriums seating at least 1,500, with stages large enough for a symphony orchestra, and for the presentation of opera, ballet, and full-scale dramatic productions.

Art Galleries in this major circuit would be large enough to house the annual exhibitions of federal art associations, and the biggest exhibitions arranged by the Commission and the National Gallery.

2. *A Second Circuit.*—Auditoriums in this circuit would accommodate at least 500, and the stage would be big enough for a concert orchestra and for average repertory dramatic productions.

Galleries in this circuit would house exhibitions of the second size arranged by the Commission and the National Gallery.

3. *A Third Circuit.*—Centres with the smallest auditoriums would be included in this circuit, which would offer concerts by soloists and chamber groups, and small dramatic productions.

A single gallery would hold the smallest exhibitions sent out by the Commission and the National Gallery.

### *Types of Community Centres*

#### *I. The Smallest Community, of Less Than 1,000 Population*

Cost: \$20,000.

Here a general-purpose hall will probably be built, suitable for musical and dramatic entertainment, for lectures, meetings, social gatherings and dances.

A large room might be included for travelling art exhibitions and libraries, or a small permanent library may be desired.

#### *II. Centres up to 10,000 Population*

Cost: \$50,000.

Here there will be differentiation, according to the interests of the community and the facilities already available. The following possibilities are suggested:—

- (a) A community library, with walls designed for hanging exhibitions, and a small stage. The floor could be cleared to seat an audience for plays and concerts.
- (b) An art centre, with gallery, craft workshops, and studios. The exhibition room might have a small stage and serve as a community hall for lectures and concerts and plays. A small library might be separately provided for in the building.
- (c) A music and drama centre. This would have a good-sized hall and well-equipped stage. A small library and art gallery might be included.
- (d) A combined recreational and arts hall, suitable for sports and dances as well as lectures and concerts. This would have a small stage. It might also have a library and art gallery in a separate room or rooms.

#### *III. Centres up to 25,000 Population*

Cost: \$100,000.

Here there would be the same variety of centres, with greatly improved facilities. If an arts centre is built, it should be big enough to receive the major exhibitions sent out by the Commission and the National Gallery. If music and drama are to form the nucleus of the centre's activities, the auditorium and stage should be large enough for the major orchestras and theatrical entertainments that are provided by the Commission.

#### *IV. The Largest Centre*

Cost: \$250,000 and upwards.

At this level separate libraries, art galleries, and theatres may be built, or they may be combined as at London, Ontario, where the municipal library houses also a large art gallery and an auditorium seating 500 people.

### *The Need for a Survey of Community Centres and Handbook of Information About Them.*

A number of successful community centres have been in operation in Canada for many years. The experience of these centres should be carefully reviewed.

A great many more are now being planned; groups and authorities in charge of the plans should be consulted. There is no need for guess-work about the community centre. A sufficient body of experience and expert advice is available to prepare a series of plans to meet the needs of every community.

The first step in making a survey should be to send out investigators to bring in thorough reports on existing centres, and the requirements of communities where centres are planned. All the organizations that are members of the Provisional National Centre Association should be consulted.

These investigators should know to what extent the government is prepared to give assistance, not only in building, but in operating and providing services for these centres. If a community is assured that the government will help to buy books and to pay for the services of a trained librarian, it will want to make provision for library facilities.

If it knows that the government will assist in the operation of an art gallery and an auditorium, and provide exhibitions, concerts, films and plays for them, it will want a gallery and theatre unit.

When the investigators have completed their survey they should submit their findings to a panel of architects, musicians, theatre and film experts, and artists. The architects would then, after joint consultation, prepare a series of designs for units efficiently adapted to the multiple functions of centres in communities of varying sizes. Their designs would be related to the regional characteristics of both people and scene. The experts in each of the arts would provide detailed accounts of equipment required and operational methods, and the whole would be combined in a handbook available to all interested groups. This handbook should be prepared and printed immediately. It should contain illustrations of successful centres in operation. To stimulate interest the Film Board might make a film showing varied activities in such centres, and the C.B.C. might offer a series of talks on the subject.

For twelve months, as a disinterested artistic activity, an Advisory Council of the Arts and Letters Club has been studying the subject of community centres. This Council has gathered together a considerable body of information with regard to the subject. Experts in the fields of public welfare, recreation, adult education, government and the arts have been consulted. Case histories of successful community centres have been studied. The Council is actively interested in immediate projects for the erection of centres.

The Club's membership includes architects, musicians, theatre directors, and artists such as would be required for the panel of professional experts mentioned above. Recognizing the great need for a handbook, the Arts and Letters Club would be prepared, if called upon, to carry its research further, make the survey, and prepare the handbook. In the event that it is so called upon, it would welcome government representation on its Committee.

As an alternative, the Club would be willing to provide an advisory body to assist in the promotion of this project.

G. T. PEPALL,  
*President, The Arts and Letters Club.*





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DEPT. OF POLITICAL SCIENCE

UNIVERSITY OF TORONTO

(SESSION 1944

HOUSE OF COMMONS

1944

(SPECIAL COMMITTEE

ON

# RECONSTRUCTION AND RE-ESTABLISHMENT

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 11

WEDNESDAY, JUNE 28, 1944

WITNESSES:

- Mr. Robert Rumilly, Historian of the Province of Quebec.
- Mr. Jean Charles Gagnon, Chairman, Chamber of Commerce, Matane, P.Q.
- Mr. Lewis McKenzie, representative, Board of Trade, Gaspé, P.Q.





## MINUTES OF PROCEEDINGS

WEDNESDAY, June 28, 1944.

The Special Committee on Reconstruction and Re-Establishment met this day at 11.00 o'clock a.m. Owing to the illness of Mr. Turgeon the Committee was presided over by the Vice-Chairman, Mr. McNiven.

*The following members were present:—*Messrs., Authier, Black (*Cumberland*), Brunelle, Castleden, Dupuis, Eudes, Ferron, Gray, Jean, MacNicol, McDonald (*Pontiac*), McNiven, Nielsen (*Mrs.*), Poirier, Purdy, Quelch, Rickard and Ross (*Middlesex East*).—18.

Mr. McNiven expressed the regret of the Committee at the absence of Mr. Turgeon, the Chairman, on account of illness. He stated this was the first meeting of the Committee in three years that Mr. Turgeon was absent. On the suggestion of Mr. MacNicol it was decided to send flowers to him.

The Chairman introduced the following witnesses:—

Mr. Robert Rumilly, Historian of the Province of Quebec;

Mr. Jean Charles Gagnon, Chairman, Board of Trade, Matane, P.Q.;

Mr. Lewis McKenzie, Board of Trade, Gaspé, P.Q.

He also stated that Mr. John Gilker, Mayor of New Carlisle, P.Q. missed his plane and was therefore unable to be here.

Mr. Rumilly, Mr. Gagnon and Mr. McKenzie presented briefs.

Mr. Poirier, M.P., presented a brief.

Mr. Roy, M.P., and Mr. Lapointe, M.P. (*Matapedia-Matane*), were granted leave to address the Committee. Mr. Roy tabled a resolution passed by the Chamber of Commerce, Gaspé North, and from the Gaspé Board of Trade, Gaspé, P.Q., respecting the construction of a trunk railway line from Matane to Gaspé. On motion of Mr. Jean it was ordered that these resolutions be printed as appendices to this day's evidence. (*See appendices "A" and "B".*)

Mr. MacNicol expressed approval of the briefs presented.

Mr. Rickard moved a vote of thanks to the witnesses for the comprehensive presentations they made. This was adopted unanimously and was tendered to the witnesses by the Chairman.

On behalf of the people of Gaspé Mr. Roy thanked the Committee for the hearing given the witnesses and for the sympathetic consideration of the Committee.

The Committee adjourned at 1.20 p.m. to meet again at the call of the Chair.

J. P. DOYLE,

*Clerk of the Committee.*



## MINUTES OF EVIDENCE

HOUSE OF COMMONS,

June 28, 1944.

The Special Committee on Reconstruction and Re-Establishment met this day at 11 o'clock a.m. The Vice-Chairman, Mr. D. A. McNiven, presided.

The VICE-CHAIRMAN: Gentlemen, we are ready to proceed. It is a matter of great personal regret to me and I am sure it is to every member of this committee, that Mr. Gray Turgeon the genial and jovial chairman of this committee, is not present this morning. This committee has been in session now for three years and this is the first meeting of the committee during that time that Mr. Turgeon has not attended. He is a patient in the Ottawa Civic hospital, and I know the members of the committee will be glad to know that following his operation he is making favourable progress. I dropped in for a moment to see him last evening and he inquired very solicitously with regard to the progress of this committee. I am sure we all wish him speedy progress on the road to health.

Now we have before us this morning the representatives from Gaspé peninsula in the province of Quebec. As this committee knows it was our intention to have representatives from each of the provinces of the dominion. We have already had briefs presented by seven of the provinces, and it is now somewhat doubtful whether briefs will be presented by the province of Ontario and the province of Quebec. Because of that fact and because of the fact that there is a peculiar situation in the Gaspé peninsula the steering committee decided to depart from their regular routine and to hear a presentation by a section of the province of Quebec. We have with us this morning Mr. Rumilly, a well known historian of the province of Quebec, who has a particular knowledge of conditions in the Gaspé peninsula. We also have with us Mr. J. C. Gagnon, the chairman of the Chamber of Commerce of the town of Matane in the Gaspé peninsula. We also have with us Mr. Lewis McKenzie who is the representative of the Board of Trade of the village of Gaspé. Mr. John Gilker, the mayor of New Carlisle, intended to be present and read a short brief but unfortunately he missed the plane in Montreal and will not be here in time to present that brief. Therefore, with the permission of the committee Mr. Poirier, who is a member of our committee and also the member for Bonaventure in the Gaspé peninsula, would like to speak on behalf of the county of Bonaventure and he will read a brief to the committee and have it incorporated in the record. Would that meet with the approval of members of the committee?

(Agreed).

Now, the first presentation will be made by Mr. Rumilly, then Mr. Poirier will make his presentation and he will be followed by Mr. Gagnon and the presentation will be completed by Mr. Lewis McKenzie.

You will notice that there are present this morning Mr. Roy the member for Gaspé and Mr. Lapointe the member for Matapedia-Matane. Both of these constituencies are in the Gaspé peninsula, and both of these gentlemen happen not to be members of our committee, but should the occasion arise during the presentation I would ask this committee to permit these gentlemen to ask



questions and to answer any questions that may be asked which they can answer best, because they have a very wide knowledge of the affairs in the Gaspé peninsula. I shall now call upon Mr. Rumilly to read the first brief.

Mr. Robert RUMILLY, called.

The WITNESS: Mr. Chairman, ladies and gentlemen:

There are cogent reasons for commending the Gaspé peninsula to the attention of the parliamentary Committee on Reconstruction and Re-establishment.

This peninsula forms, more perfectly than any other region in Canada, a geographical and economic unit. The important and varied riches it contains are almost wholly undeveloped. It is the oldest—I mean the first discovered—and the most neglected of Canada's regions.

Gaspé peninsula comprises the three federal constituencies of Gaspé, Bonaventure and Matapédia-Matane. Its territory covers 10,500 square miles, and the population within the area is approximately 150,000. In size, it corresponds to Belgium, a country supporting eight million people.

The resources of the peninsula are abundant and varied. Chief among these are agriculture, fisheries, forests, mines and the tourist trade. And not omitting the port of Gaspé to which we will refer more extensively later on. A country endowed with such resources could, if need be, be self-sufficient. But none of these resources is exploited as it could be. Several are practically unexploited. Gaspé peninsula remains poor, with all this wealth lying fallow.

#### THE WEALTH OF GASPÉ PENINSULA

1. *The Port of Gaspé.* In the closing days of September, 1914, thirty-two transports assembled in Gaspé basin. They had aboard 32,000 men, 7,500 horses and the contingent's equipment and supplies. British cruisers were on hand to convoy them. For four days, transports, cruisers, corvettes and launches invested Gaspé basin with unprecedented activity. On October 4, the fleet weighed anchor; the mightiest armada ever to cross the ocean was on its way to its destination. On that day, Gaspé proved its worth as a national port. Unfortunately, the demonstration was without avail.

As a port Gaspé is open throughout the winter months. It is large enough to provide anchorage for the whole Allied fleet and is the closest to Europe. Liverpool is 3,120 miles from New York, 2,475 miles from Halifax, 2,450 miles from Gaspé via Newfoundland and only 2,300 via Belle-Isle. In a westerly direction, Winnipeg is also nearer to Gaspé than to Halifax, Albany or New York. As the member for Gaspé already pointed out with supporting evidence, exportation of western wheat by way of Gaspé would be effected at a saving of 3 cents a bushel. There is a minimum depth of 44 feet throughout the whole port of Gaspé, but the port is not equipped and is not directly linked with Canada's great centres.

2. *Agriculture.*—The soil of Gaspé is not uniformly good, but it is excellent in spots. There is a sufficient number of good tillable farms to ensure the establishment of forty new parishes. Some fine agricultural centres have been developed, principally in the County of Bonaventure. But attempts at intensive cultivation have encountered one difficulty: the distance from markets. Transportation facilities are so inadequate and costly and the distance to be covered so great that products are either too costly or have lost their freshness by the time they reach their destination. For this reason, farmers have given up the growing of small peas in the Bay des Chaleurs area, while others have abandoned sheep raising in the district of Sainte-Anne des Monts. Sheep delivered by truck, then by a broken-down railroad before being loaded on the cars of a real railway, were either dead or in a dying condition when they reached Montreal.

3. *Fisheries*.—Gaspé fishermen do not own as strong and staunch boats as their fellow-fishermen in the maritime provinces. This is a source of many inconveniences, yet there is one advantage, namely, that the fishermen remain a shorter time at sea, and their catch reaches the market in a fresher condition. Fresh fish from Gaspé is at a premium to-day. On the other hand, technical improvements, resulting in a reduction of the prime cost, have widened the margin of profit. Finally, the war has been of service by the stoppage of imports of cod liver oil and of fertilizers manufactured from fish waste. Small plants have been set up at several points on the Gaspé coast. They purchase cod livers and fish waste, neglected in the past, and thus provide the fishermen with a new source of income.

In spite of these advances, the situation is still unsatisfactory. Gaspé's ports are poorly equipped. They lack deep-water wharves, and the fishing-boats, ill-sheltered, suffer much from the ravages of storms. On the other hand, it is a matter of knowledge that the province of Quebec has held jurisdiction over its sea fisheries since 1922. The province of Quebec possesses peculiar traits, constituting alike attractions and wealth for the whole of Canada, which she aims at safeguarding. Hence, she is jealous of her autonomy in all fields. Generally speaking, the fishermen have had little schooling. In their relations with the provincial government, they are called upon to deal with supervisors, inspectors, graders who, morally, are closer to them. But this situation involves a drawback. The taxpayers of the province of Quebec contribute, like others, to the income of the federal Department of Fisheries, and practically none of this income is applied to the province's sea fisheries. Quebec thus loses \$500,000 annually. I do not think any of the members from the Gaspé district considers the question absolutely settled. Some people are hoping that an understanding, and adjustment, may be effected between the province of Quebec and the central government. Others look forward to compensation on the part of the dominion that would take the form of a special effort on behalf of Gaspé's fishing ports which are greatly in need of such assistance.

4. *Forests*.—The interior of the Gaspé peninsula is covered with forests. It may contain approximately forty million cords of soft wood and one billion feet of hardwood. Measured in terms of potential wealth, it is one of the most valuable forested areas in Eastern Canada. Most of these forests have been granted to big companies which leave them unexploited because of transportation costs and difficulties. These forests that have not yet echoed the ring of the logger's axe reach the age of maximum growth; they fall prey to the assaults of forest pests and deteriorate; finally, fires that cannot be checked cause enormous damage. Millions of cords—worth more than \$5 a cord—vanish in smoke. Thus, a valuable resource is lost.

I must call attention to a very interesting experience tried in Gaspé: the organization of settlements of farmer-lumberers and fishermen-lumberers. Farming and fishing are seasonal industries operated in summer and which are barely sufficient to provide a livelihood. Lumbering operations are carried on in winter. In the new settlements, protected by the Quebec Government, the men devote themselves to farming and fishing in summer, to lumbering and wood-cutting operations, through co-operative syndicates, in winter. The experiment is recent, but it already gives promise. The oldest farming-lumbering settlement, that of Grande Vallée, may already be considered to have proven successful.

5. *Mines-Petroleum*.—Minerals are to be found throughout the whole peninsula. They include gold, silver, lead, zinc and chrome iron. Powerful companies such as Noranda Mines, Federal Zinc and Lead, National Smelting of London, Eng., British Metal, Mining Corporation, own mineralized areas and await means of access and outlet, in a word, proper transportation facilities,

before undertaking serious development work. Geologists have repeatedly called attention to this situation for the past quarter of a century. Dr. Alcock, in particular, has pointed out several times in his excellent reports, the practical impossibility of exploiting the mineral wealth of Gaspé on account of the lack of transportation facilities.

The same holds true in regard to petroleum. Gaspé is composed of sedimentary, very plicated strata, that are very indicative of the presence of petroleum. The American Association of Geologists published in 1940, following a serious investigation, a book on the petroliferous resources of the various regions of America. The work is captioned "possible future oil provinces of the United States and Canada". Gaspé occupies a very good standing in the list of oil potentialities. Generally speaking, geologists believe that Gaspé, by reason of its twenty thousand feet or more of sedimentary rocks, is one of the best regions in Canada, and perhaps in America, from the standpoint of oil-bearing possibilities. Powerful companies, such as Imperial Oil, have acquired rights to more or less extensive territories. They have awaited the results of borings carried out by one of the companies, Continental Petroleums Limited. The results of these borings may now be considered very favourable. But the companies are awaiting proper transportation facilities before launching operations.

6. *The tourist trade.*—Nature has been bountiful to Gaspé. It is one of the most beautiful and picturesque regions in Canada, and the trip around Gaspé is a classic excursion. But the circular road—Perron boulevard—is virtually the only highway in the peninsula. It does not penetrate the great heart of the region. Furthermore, although this highway constituted a great forward step at the time of its construction, it has become quite inadequate, by reason of the heavily increased traffic made up not only of ordinary automobiles, but of buses and trucks.

## II. THE POPULATION OF GASPÉ PENINSULA

For years and years, the population of Gaspé peninsula has suffered from a triple handicap: its isolation, the absolute lack of economic equipment, and the domination of a handful of strangers who held an actual trade monopoly on a two-way basis: purchase of Gaspé's whole production, and sale of all life's necessities. These masters sought to keep the population in a state of ignorance and poverty, in order to continue to dominate and exploit it. One of them is credited with making the following remark in regard to the fisher folk of Gaspé: "If they were better educated, would they be better fishermen as a result?" Hence, there has been a heavy exodus of Gaspé people, some going to the cities, others directing their steps to the United States. This exodus has only subsided recently.

The change dates from the establishment of a diocese in Gaspé, in 1923. It was stimulated by the opening of the Perron boulevard, of which we shall speak, in 1929. Lastly, it blossoms out today with the co-operative movement. Mr. Louis Bérubé discussed the co-operative movement before the committee on reconstruction, last year. I merely recall its broad aspects. Young citizens of Gaspé attend the courses of the social-economic service of the school of Sainte-Anne de la Pocatière, patterned on that of Antigonish. They then become moving spirits, establish study circles, credit unions and co-operatives. The United-Fishermen of Quebec, founded in 1939, comprise fourteen co-operatives scattered from Carleton to Matane, that is throughout the whole fishing territory of Gaspé. They number two thousand members, that is, one third or almost half of the Gaspé fishermen, accordingly as casual fisherfolk are included in or excluded from this designation. They have opened a sales' office in Montreal, and their trade-mark "Corvette" enjoys a splendid reputation. The United-Fishermen



also purchase wholesale, and re-sell to their members at marked down prices, articles such as fishing gear, salt, gasoline, etc. Lastly, they educate their members on questions such as the presentation of their products.

These varied activities are reflected not only in terms of material benefits but also in a real moral liberation. The citizens of Gaspé develop confidence in themselves, acquire a spirit of initiative. A choice class of young people is formed, optimism spreads. One encounters today in all sections of the peninsula young farmers and young fishermen eager for knowledge, fitted to play the part of leaders and ready to assume the responsibilities leadership entails. They do not expect everything from the State, but that is perhaps one more reason why the state should not neglect them.

This population was in the very forefront of the defence of Canada, during the present war, and its efforts won the admiration of all experts. The whole population collaborates with the military authorities of the district; officers hold meetings in the villages, and the patrol services is recruited from all classes.

Such a worthwhile population must not drift back to isolation and abandonment after the war. We must not witness the re-enactment of dramas like that involving the little girl of Grande Vallée who, stricken with an acute attack of appendicitis, nearly died because the inhabitants of Grande Vallée find it virtually impossible to travel in winter to Sainte-Anne des Monts or to Gaspé where there are hospitals. The robust sons of the Gaspé peninsula must not be tempted, nay, almost compelled to leave the land of their birth.

### III. THE NEEDS OF THE GASPÉ PENINSULA

You are beginning to visualize that Gaspé's problem is a problem of communications.

We all know that the maritime provinces were reluctant parties to confederation. They laid down certain conditions to their support, and the main condition was the construction of a railway linking the ports of Halifax and Saint John with Canada's leading centres. The construction of the Intercolonial was the price of that adherence, just as the construction of the Canadian Pacific Railway was, some years later, the price British Columbia set for her entry. Therefore, the route of the Intercolonial—now the Canadian National—instead of continuing on a straight line, forms an elbow at Mont Joli, wends its way through the Matapedia valley, and heads for Campbellton, Dalhousie and the ports of the maritime provinces.

It was just and proper to serve the ports of the maritime provinces. It would have been equally just and proper that a railroad should have traversed the Gaspé peninsula to end at Gaspé, the finest natural port in Canada. For lack of such a line of communication, the Gaspé peninsula was isolated, cast aside from our economic life, like an excrescence.

Visualize Belgium without any line of communication, whether by highway or railroad; such was the situation of Gaspé in 1867. And this situation has, unfortunately, not changed greatly, while the building of roads and railways developed and transformed, in the whole remainder of the country, more recently discovered regions.

A company did construct, about 1892, after many setbacks, section of railway from Matapedia, on the Intercolonial, to New-Carlisle. This section was extended in 1911, as far as Gaspé, along the coast. Another company constructed a short section from Mont Joli to Matane, on the north shore. Both undertakings were launched by small companies and they have remained rudimentary.

The Gaspé peninsula had no other means of communication until 1928. At that time, along the whole north coast, from Matane to Gaspé, people could travel only by boat, or on foot along the beach, at low-tide, during the summer

months. Colonization roads were started here and there. In 1928, spurred by a dynamic minister of Highways, Léonide Perron, the Quebec Government had a circular highway constructed, the already existing colonization roads being fitted into the pattern. Without deserving its pompous name of "boulevard", this highway constituted a tremendous advance. It lifted the Gaspé peninsula out of its isolation. However, as I have just stated, it does not penetrate the interior of Gaspé and it no longer fully meets the requirements of modern traffic.

Gaspé's immense territory which may be compared in area, let it be repeated, to that of Ireland and Belgium, and which comprises among other resources those I have just enumerated, possesses, in the way of rail and highway facilities:—

The Canadian National railroad, on the south shore, as far as Gaspé. The block of the Canada and Gulf Terminal Railway, from Mont Joli to Matane.

The Perron Boulevard.

That is all.

A cross-country highway from north and south—from Sainte-Anne des Monts to Cascapédia and New-Richmond, and a highway from east to west—from Gaspé to Sainte-Anne des Monts—are uncompleted and consequently, for all practical purposes, non-existent.

The Canadian National railroad needs to be reconstructed. At least one section of the line, dating back to the old Baie des Chaleurs Company is so obsolete that the railway systems do not even use such rolling stock on their sidings. Modern locomotives and heavy trains cannot venture over its roadbed. Terror grips travellers who find themselves crossing the shaky bridges. The trip from Matapédia to Gaspé is deadly slow and the irregularity of the service heart-breaking. No region in Ontario, Manitoba or British Columbia would tolerate such a service.

I made an investigation in the Gaspé peninsula, last summer. The results of this investigation were published in three newspapers, *Le Soleil*, of Quebec, *Le Nouvelliste*, of Trois-Rivières, and *La Tribune*, of Sherbrooke, and provided me with the material for this memorandum. I questioned all the members, federal and provincial, Liberal and Conservative, I questioned the civil and religious authorities, merchants, industrialists, individuals. They were absolutely unanimous: the C.N.R. railroad needs rebuilding. The president of Continental Petroleum Limited stated to me: "There are American interests in our company. Now, I scarcely dare invite Americans of note to come to Gaspé by our C.N.R. line."—"It takes nine and one-half hours to cover the distance from Matapédia to Gaspé", I observed. And the industrialist added: "That is when the train is not two or three hours late."

The line from Mont Joli is 36 miles long. At the time of its construction, some 33 years ago, it was supposed to reach Gaspé. This has not been done. The Company has never fulfilled the purpose for which it has received cash and land subsidies from the Dominion Government, the Provincial Government and municipalities.

The Canada and Gulf Terminal railway line belongs to millionaires, strangers to the region. The line is not only erratic and whimsical in the matter of its time-table, but exorbitant in regard to rates and cynical in its attitudes. Transportation of goods costs almost as much over the short stretch of 36 miles from Mont Joli to Matane as it does over the 200 miles from Quebec to Mont Joli. And the passengers are treated like chattels. If the public exists to serve the railways, that is all to the good. But if the railways exist to serve the public, it is very wrong. There are only two railways in Canada which have not made with other lines, with the C.N.R. in particular, agreements making provision for the establishment of through bills: the railroad from Mont Joli to Matane is one of them.

The citizens of Gaspé are a unit in supporting a petition presented, principally, by the *Chambre de commerce* of Matane: purchase of the 36-mile railroad of the Canada and Gulf Terminal by the C.N.R.; extension of this line as far as Gaspé, along the coast to Sainte-Anne des Monts and thence by the interior. To Sainte-Anne des Monts, the route along the coast is easy. Localities utterly lacking in means of communication in winter would thus have access to the outside world. One must visualize the living conditions which this isolation entails. Gaspé winters last six months. Communities like Cap Chat, Sainte-Anne des Monts, the municipalities and villages of which Sainte-Anne des Monts constitutes the centre of distribution, live what might be described as a throttled down existence throughout the whole winter. The merchants in these parishes are compelled, in the autumn, to stock up for a seven-month period—as if they had an enormous capital!

Past Sainte-Anne des Monts, the route by the coast would be less practical, but the line by the interior would ensure the exploitation of the forests and mines. It would pass through the heart of the mining zone. And the products of the forests and mines offer excellent freight for the railways. Lastly, this railroad would provide the shortest journey, indispensable to the development of the port of Gaspé.

In 1927, the C.N.R. authorities refused to recommend the purchase at a price equivalent to par of outstanding bonds, namely, for a sum of \$1,400,000, a figure deemed too high. Further refusal in 1937, at a figure of \$828,000. Mr. A. J. Lapointe, M.P., for Matapedia-Matane, made a fresh attempt in 1941, but to no purpose. One of the arguments put forward by the C.N.R., namely that of competition from highway traffic, is particularly weak as applied to a region where the roads are virtually unused six months in the year.

The population of Gaspé is unanimous, and Mr. Alphée Poirier, a Gaspé citizen living in the south, supports this petition of Gaspé citizens of the northern section. Technical difficulties are not to be compared with those that have been overcome elsewhere, with less perfected equipment. A poor and scattered population is entitled to essential services the same as a rich and dense population. The brief which the Canadian Legion presented to this very committee last year, rightly contends that efforts must be made to minister to the needs of all localities, even if the service has to be subsidized where operation is not profitable. Besides, the building of railroads preceded and brought about the settlement of western Canada, of northern Quebec and northern Ontario; it will achieve the same results in the Gaspé peninsula where are to be found all the factors conducive to settling people.

The development of lines of communication in general, and of railways in particular, is a matter of life and death for the great Gaspé peninsula. In 1923, Mgr. Ross, Bishop of Gaspé, received in the church of Bonaventure Sir Henry Thornton, who had just assumed the management of the national system. He told him: "The fate of Gaspé is in your hands". In 1932, the Hon. Mr. Taschereau, Prime Minister of the Province of Quebec, had occasion to write to Mr. Hungerford, who had just succeeded Sir Henry Thornton: "The fate of Gaspé is in your hands". Is it not a tragic sequence that I should find myself repeating here, in 1944, with reference to the national system: "Gaspé's fate is in your hands". Accordingly as you will give it or deny it proper means of communication, Gaspé peninsula will become one of Canada's most prosperous regions, or will continue to languish.

A plan for Gaspé's development will include other large undertakings, but I have laid stress on those which pertain more definitely to the federal jurisdiction. Allow me to summarize briefly Gaspé's other outstanding needs.

The Perron boulevard, so useful and even so valuable, no longer fully meets tourist requirements, or commercial requirements, or military requirements. A company which planned to build hotels and cabins was deterred from



pressing on with its plans by the inadequacy of the Perron boulevard. Tourists have given up the thought of returning to Gaspé because clouds of dust spoiled their first trip. On the other hand, transportation of passengers by bus and carriage, of goods by motor truck, are increasing in Gaspé as they are elsewhere. They require a wider and safer highway, wider and stronger bridges. It is no longer a question of piece-meal repairs and measly subsidies. The situation calls for a comprehensive plan that must be carried out in its entirety.

Furthermore, in order to "open up" the Gaspé peninsula, it must be bisected by highways, running from north to south, and from east to west. In the course of my last trip I met citizens of Mont Louis who were compelled to journey round the peninsula in order to visit their relatives in Carleton. The completion of the highway between Sainte-Anne des Monts and New Richmond will provide an easy means of communication between the two coastal regions, will ensure the popularity of Gaspé's national park, will facilitate the exploitation of the Peninsula's resources. The construction of this highway was started under a former Government. I beg and beseech the Government of the province of Quebec to complete it. A highway from east to west, from Gaspé to Matapédia, will make possible the settlement and development of the country discovered four hundred years ago by Jacques Cartier and which has since remained virtually a wilderness.

The fitting out of the port of Gaspé and the improvement, not to say the creation, of a network of lines of communication constitute Gaspé peninsula's major requirements. Among other urgent requirements, I shall mention electricity, a great modern necessity. All Gaspé homes should be provided with electric light so as to improve living conditions and stop the exodus from the land. Our Gaspé youth in the armed services, fascinated by the lure of the cities, will no longer be content with candle lighting. All Gaspé parishes must be provided with motive power to bring into being local industries, such as the manufacture of boxes, industries that would keep the fishermen and farmers occupied during the winter months. I dealt with this subject more extensively in a series of articles that appeared last autumn in *Le Soleil*, of Quebec. With electric power and links of communication, industries can and must spring up along such beautiful streams as the Cascapédia River. I expressed the hope, and I still hope, that the authorities will work out a comprehensive plan for the development of the Gaspé peninsula, the first discovered and last served of all Canadian regions.

#### IV. THE MILITARY VIEWPOINT

Gaspé is both the commercial key and the military key to Canada. Torpedoes in the Saint-Lawrence served as a sharp and timely reminder. Defensive measures were organized under the impulse of energetic leaders, with the support of the population. But everything had to be improvised, and the very lack of economic equipment constituted a grievous handicap.

An aero-naval base is established at Gaspé. Does one imagine an aero-naval base that is not directly linked with a railway providing a regular, rapid service? Yet that is the condition that still obtains at Gaspé. General Blais stated to me: "The railroad from Matane to Gaspé would be as useful from a military standpoint as it would be from an economic standpoint."

Artillery and other heavy equipment had to travel from one point to another. The military authorities strengthened 82 bridges for the transit of these heavy loads. Their task would be greatly facilitated if the Perron Boulevard, widened and otherwise improved, really measured up to its title of boulevard. By the same token, the completion of the transversal highway is a prime requisite to link up strategic points in the north and in the south. Does one imagine, should an attempt be made to invade the territory, the difficulty of defending this immense peninsula without highways? Likewise, it took the war and the

intervention of the military authorities to provide the northern coast with a telephone line as far as Gaspé. Let us hope that another war will not be necessary to provide it with electric lines.

Airports, landing fields are also needed. Lastly, the lack of avenues of communication, and in a general way the weak economic development of the Gaspé peninsula, have deprived war industry of valuable primary products, such as galena, of which there are excellent deposits near the lake of Sainte-Anne des Monts. Military needs and economic needs call for almost identical works in Gaspé. The population demands them. It has been demanding them for a long time, it is true, and I could draw up a long list of articles, speeches, memoranda and steps that preceded the submission of this brief. But today, postponement is no longer possible. The whole province of Quebec, and many informed persons outside the realm of Quebec, endorse these just demands. I hope, with all due deference, that I will never hear again, should I undertake a further investigation in the same region, in a few years, such a striking remark as that uttered by General Blais, with reference to the Gaspé peninsula in general and to the port of Gaspé in particular:

—Give that to the Americans, you will see what they will do with it!

The VICE CHAIRMAN: Thank you very much, Mr. Rumilly. Your presentation has given to many of us a new conception of the Gaspé peninsula.

The WITNESS: Thank you very much, Mr. Chairman. Come and see us some day.

The VICE CHAIRMAN: To many of us it is the home of that delicacy the Gaspé salmon, which we know more about.

At the beginning of our sitting it was understood that the various witnesses would be subjected to questions but that we would hear the various briefs first. Therefore, I will ask Mr. Poirier to make his presentation.

Mr. J. A. POIRIER M.P. (*Bonaventure*): Mr. Chairman, may I thank you for your courtesy in granting me permission to read a short brief on behalf of Bonaventure. I will ask Mr. Rumilly to outline for the committee the country of Bonaventure on the map.

Mr. Chairman, Mr. Rumilly has made a summary of the general needs of the Gaspé peninsula. This peninsula is composed of three constituencies: Matane, Gaspé and Bonaventure. I should desire to insist on the requirements of Bonaventure, or if you prefer, of the southern part of Gaspesia. The county of Bonaventure lies on the northern coast of Baie des Chaleurs and faces the north coast of the province of New Brunswick on a distance of about one hundred and ten miles. Its population amounts to some 42,000 people.

The main industry is agriculture, but the inhabitants are also engaged in the fish and lumber industries. The coast south of Gaspé is rich in mines of all kinds which have hardly been worked up to the present. Before the war a considerable revenue was derived from the tourist trade.

The south part of Gaspesia is served throughout its length by the C.N.R.-Matapédia-Gaspé and by the Perron boulevard. I must say however that the C.N.R.-Matapédia-Gaspé will be absolutely inadequate as to the requirements of the district. As Mr. Rumilly has just mentioned it, it should be improved from Matapédia to Gaspé and reballasted during its whole length; bridges should be reconstructed and the fifty-five pounds to the yard of rail should be changed to steel from eighty-five to one hundred and ten pounds at least.

It should be advisable to rebuild the stations which are small, cold, unhealthy and insufficient.

The cribbing to prevent erosion of the sea from washing away the roadbed is very unsound and inefficient. Trains run at reduced speed. Heavy locomotives that could be used with more tonnage cannot travel on our rails. The freight cars cannot be fully loaded.

This railroad is the only one available to the Gaspé peninsula to serve the aero-naval base and the port of Gaspé, the eastern gate of Canada in time of peace as in time of war.

As to the Perron boulevard, we have also been asking since a long time for complete improvements: Broadening of the road bed, straightening of curves, reconstruction of bridges and coating of asphalt over all the length of the road.

As mentioned by Mr. Rumilly, if we wish to attract tourist trade to Gaspesia it would be necessary to rebuild the Perron boulevard as soon as possible immediately after the war and recover it with asphalt.

The Perron boulevard and C.N.R. run parallel along the coast and they are both crossed by at least seventy level crossings which we have asked the government to eliminate as soon as possible for the good reputation of Gaspesia.

I have said at the beginning of my exposé that fishing occupies an important place in the business of our district. Unfortunately, our fishermen lack shelters for their boats and we ask for the construction of an harbour for the fishermen of Paspébiac and the improvement of harbours all along the South coast.

In order to link South Gaspesia with New Brunswick, the constituency of Bonaventure has always requested that an interprovincial bridge be erected between Cross Point and Campbellton.

We agree with this plan and we formulate the hope that the federal government make arrangements with the provincial authorities for the erection of such a bridge.

Lastly, there is a serious grievance which we wish to bring to the attention of the committee: The Matapédia-Gaspé section of the C.N.R. is under the control of New Brunswick, while in our humble opinion it should belong to the Quebec area unless we are treated the same way as Mont Joli and Rivière-du-Loup. For years, the Moncton management has despoiled our line to the advantage of New Brunswick. The repair plant of New Carlisle has been emptied of its machines to the advantage of the Campbellton and Moncton plants. The natural terminal of our railroad has been transferred from Matapédia to Campbellton which is a nonsense and which uselessly adds daily twenty-six miles to the trip.

We claim that the terminal of our railroad be immediately moved back to Matapédia, that our New Carlisle plants be retooled for local repairs and that our section be placed under the authority of the Quebec district.

The VICE CHAIRMAN: Thank you, Mr. Poirier. May I now call on Mr. J. C. Gagnon, president of the Board of Trade of Matane to read his brief.

Mr. J. C. GAGNON, called.

The WITNESS: Mr. Chairman, ladies and gentlemen: As chairman of the Matane Chamber of Commerce I consider it a great privilege to have the honour of testifying before the reconstruction committee of the House of Commons.

The victory of the allies is now assured and on the demobilization of our fighting forces, and their return to civilian life, it is up to us to make it as comfortable to them as it is possible.

Our conception of the reconstruction committee is the study of further development of our national resources in areas hitherto less favoured on the same footing as others.

Without discrimination to certain parts of the country which needed urgent development, it is the opinion of the Gaspé chambers of commerce and all its members, supported by the federation of the chambers of commerce of the province of Quebec, that the post-war period is the ideal opportunity to undergo



great post-war works in order to prevent the same economical depression which followed the first great war, and in order to bring greater unity between the different communities forming the whole of this great dominion of ours.

The construction of the Intercolonial railway, which was the result of the Maritime Provinces entering into confederation isolated the Gaspé peninsula by the fact that the railroad passed through the Matapédia valley before entering into the province of New Brunswick thus severing the Gaspé peninsula from the rest of the dominion. This lack of communication to the port of Gaspé was a serious handicap to the population of that area and until 1911, when the last link between New Carlisle and Gaspé was completed, the inhabitants of that part of the country suffered isolation and never recovered their hopes of a future prosperity until the opening of the Perron boulevard, a belt highway which opened up traffic for trade and tourists.

All members of parliament before and after confederation insisted and claimed development of the Gaspé peninsula and its many possibilities but, at the exception of the building of wharves at different places along the coast, nothing permanent has been achieved.

In order to keep our sons and daughters in the same environment as before the war and preventing the desertion of our own folks of their towns it is the duty of every Canadian citizen to proceed to a vast plan of post-war works and thus assuring easy means of communication between the smaller and larger communities.

The Gaspé peninsula offers great opportunities for further development of its natural resources which abound in its fisheries, its forests, its mines and in its agricultural potential of the interior.

The issue of the future prosperity of the Gaspé peninsula lies in the development of its present means of communications and its seaports.

The surveys made by Mr. Robert Rumilly, of Ottawa, and Mr. Esdras Minville, of Montreal, have come to the same conclusion.

Here is a summary of the proposed undertakings:

1. The complete overhauling of the present railroad linking Matapédia to Gaspé.

2. Development of the ports of Gaspé and Matane also the intermediate ports along the coast;

3. Widening of the Perron boulevard in order to make it a first highway with a bituminous surface;

4. Linking of the cross-country road between Ste-Anne-des-Monts and New Richmond;

5. The construction of a railroad between Mont-Joli and Gaspé, following the second plateau from Matane to Ste-Anne-des-Monts then in the interior to Gaspé;

The first link of that railroad is built as far as Matane and the purchase of The Canada & Gulf Terminal Railway by the Canadian National Railways is a national necessity in order to join the main road at Mont-Joli. A spur might be built to link up with the Matapédia main in order to facilitate direct shipment to Gaspé on a short line.

The owners of The Canada & Gulf Terminal railway have been repaid, both in capital and interest on the capital invested, by the sale of land grants made by both the federal and provincial governments. We believe a satisfactory bargain may be made to the advantage of both parties concerned.

From Mont-Joli to Mont-Louis, a populated area of over 50,000 will derive direct benefit and over 32 parishes or settlements will have direct access to railroad facilities in all seasons.

The problem of the Gaspé peninsula is one of economical and social aspect.

The port of Matane is the natural outlet from agricultural products as well as mining and lumber possibilities from the interior of the peninsula.

The citizens of the Gaspé peninsula play their last trump into the hands of the Reconstruction and Re-Establishment Committee and have great faith that something will be done to bring prosperity to their homeland and link them up to the rest of Canada in order to derive direct benefits from a more united Canada.

The Vice CHAIRMAN: Thank you, Mr. Gagnon. I will now call upon Mr. Lewis McKenzie, representing the Board of Trade of Gaspé, to conclude the presentation on behalf of Gaspé peninsula.

Mr. Lewis McKENZIE called.

The WITNESS: Mr. Chairman, ladies and gentlemen: The Gaspé peninsula still remains in much the same state of development as it was at the end of 1918, with fishing, lumbering and some farming the only means of support for its population.

The postwar problem for Gaspesia shall be at least as acute as that of any other section of the Dominion.

The peninsula has an area of about 10,000 square miles, and a population of about 150,000, inhabiting only a narrow fringe along its 500 mile coastline.

From the lack of a railroad through the interior to connect the port of Gaspé with the C.N.R. to the west, the resources of this vast country have remained undeveloped.

The construction of this road has been considered for many years. I think it was about the year 1898 when a Mr. O'Sullivan made the first exploratory survey of this Short Line. Several other preliminary cruises have been made since then.

The project has always been spoken of as the "Short Line" because it would bring Montreal and the West nearer the Atlantic than by any other route. Giving the road a terminus on the deep water, year round port of Gaspé. The finest natural harbour anywhere on the shores of the western Atlantic, with the added advantage of bringing Canada some 200 miles nearer Europe than by any other port in America.

As a postwar project, the building of this 160 miles of railway would materially help unemployment on the peninsula.

This, however, would only be a secondary consideration in comparison to the unlimited and permanent benefits that would result from the opening up and development of the resources of this vast interior:—Its lumber, its mines, its petroleum, etc.

Most of the country is heavily timbered. A conservative estimate of the softwoods would be at least 30,000,000 cords:—With reasonable scientific exploitation and protection, such forests would produce a very large source of wealth for all time.

A point not generally recognized in connection with our forests, is the exceptionally rapid growth of the softwoods.

Localities along our Gaspé rivers which were cut clean in the years 1902 to 1907, were, during the past winter lumbered over again and produced prime quality, new growth spruce 12"/15" on the stump.

In addition there are large quantities of virgin hardwood stands: maple, birch, etc. of good merchantable quality.

To a very large extent, the geology of the peninsula is favourable to the discovery of minerals. Copper, lead, zinc, iron and asbestos have all been found in various quantities and widely distributed.

It has always been the opinion of mining engineers, that given proper facilities for prospecting and exploration, the peninsula has definite mining possibilities.

The Noranda Company has at present in the interior, about 60 miles west from the port of Gaspé a large copper holding that has been diamond drilled and proven, and which now only awaits the end of the war and the opening up of the country for development.

### *Postwar Gaspesia*

The existence of petroleum in the vicinity of the port of Gaspé has always been known; and at intervals over a long period, attempts have been made towards its development commercially.

Recently a new survey, based on more advanced knowledge of oil geology has been completed, and now feeble attempts are being made at sinking a few test holes.

The established Gaspé oil anticlinal has an area of something over 200 square miles, extending from 18 miles southeast to 40 miles west of the port of Gaspé. Over this region there are dozens of surface showings. Seepages that have existed for hundreds of thousands of years.

From about 1890 to 1904 a British company sunk a number of test wells into this formation. Previous to that, only a few drillings had been attempted.

In those days, very little was known about such work. Only crude methods, with inferior types of machinery had yet developed, and the sinking of a hole beyond 2,000 feet presented many difficulties; however some of these wells were driven to a depth of something over 3,000 feet.

Out of the 30/40 holes sunk during that period, rarely was there one that failed to show favourable indications;—oil sands, gas or petroleum. Salt caps and difficulties from salt water were frequently encountered.

A considerable number of these wells were drilled around what is known as the Mississippi anticlinal; because it was there where the best prospects appeared to exist. That is within the depth limit possible at the time.

Many of these wells produced oil, and were, for a time pumped regularly. Two of them, numbers 20 and 21 have flowed a small quantity of oil ever since operations ceased forty years ago. A geologist remarked a short time ago that he believed the quantity of oil flowing from No. 20 was steadily increasing.

The most impressive strike made was in No. 27 in the same district. This well "blew in" and flowed thousands of barrels, throwing the oil the full size of a 6-inch casing with sufficient pressure to send it 15 feet up into the derrick. I was there and saw this well flowing at the time.

This is an oil age. To a large degree this war is being fought for oil and on oil.

In the way of natural resources petroleum (liquid gold) is undoubtedly the greatest potentiality of the Gaspé peninsula.

Little imagination is required to visualize what productive oil wells will mean to the Dominion, at the mouth of the St. Lawrence river where the question of pipe lines to deep water will be but 50 miles instead of 1,500.

Much of the soil in the valleys is favourable for agriculture. With the building of the railway and with all the road communications that would develop with lumbering operations, etc. a large degree of colonization would be practical.

Construction of this railway presents no serious engineering difficulties. In the opinion of those who have been studying details more fully, the belief exists that a line skirting the Shickshocks to the north and working east towards the head of Clear Water Madeleine, then by way of Madeleine Brook to the York river, will shew a minimum grade and will be the shortest route. The country down the York from Madeleine Brook to the port of Gaspé is ideal for road



building. The building of this Short Line would be as practical from a construction viewpoint as was the C.N.R. right-of-way through the Matapedia Valley.

The port of Gaspé is land-locked; fully protected on all sides from Atlantic storms, and, at the same time, has a free deep water approach easy of navigation in all weathers.

The harbour proper has a surface area of about 16 square miles with a 7/11 fathom depth of water.

Inside the bascule bridge there is a deep water basin with an area of about 2 square miles.

The distance from the Basin to the sea is 21 miles.

There is every facility for the cheap construction of deep water docks, warehouses etc. etc.

Winter temperatures are not nearly as severe as might be expected. The light ice forming in the harbour and bay presents no hindrance to navigation.

It has been contended that drift ice conditions in the Gulf made winter navigation to the port of Gaspé impossible.

Heavy drift ice is not frequent around Cape Gaspé and the mouth of Gaspé Bay. Even when drift ice is present, the entrance to the bay is always approachable either from the North East or South West, depending on the direction of the wind at the particular time.

With the return of normal conditions, tourist business will be resumed.

A railroad through the centre of the peninsula will open up additional highways, making accessible a new tourist and sportsman's paradise. Scenery that shall only be surpassed by the highway around the coastline. Hundreds of lakes teeming with trout and lots of big game;—moose, bear etc.

The foregoing is but a brief summary of the advantages and benefits contingent to the construction of this Short Line. A development that will be of advantage to our country from Winnipeg to the Atlantic.

This railway is necessary; is possible; is practical. The details of its construction is a matter for our railroad engineers.

To delineate the potentialities of this development would, at the moment, require too much time and space. It should suffice to remember the aid it would be to unemployment. The vast forests that would be made accessible. The agricultural and colonization opportunities it would open up. The opportunities for the prospecting and development of the mineral resources of a large unexplored country etc. etc.

One prominent mining engineer, after spending some weeks in the interior remarked. "ANOTHER PORCUPINE;—if I were a young man, I would shoulder my pack and devote my time to prospecting this country."

Another engineer remarked on seeing one of the petroleum seepages "LIQUID GOLD. Why say this is not an oil country? Do you realize that this oil has been flowing here for a million years?"

Recently a Texas oil man remarked to me; "Why is it that this prospect has not been properly tested? Now with our modern light rotary drilling machines it would be so easy to do such work efficiently, quickly and thoroughly."

Finally the geographic position of Gaspesia as related to the St. Lawrence river and gulf; with a fine deep-water harbour at the extreme eastern point of the dominion forces itself upon the attention of those who have at heart the fuller development of this dominion.

The VICE-CHAIRMAN: Thank you Mr. McKenzie for your interesting brief. You have presented such an attractive picture of the Gaspé peninsula to this committee that I am sure there will be a migration of the members of this committee down there, particularly when the temperature is as it is at the present time.

Now, these gentlemen have covered a wide field and they are willing to answer questions. It may be that questions directed to one individual could be better answered by someone else, and I also mentioned at the outset that Mr. Roy and Mr. Lapointe, who are not members of this committee, but who have an intimate knowledge of conditions in the Gaspé peninsula, may be called upon to answer particular questions.

Mr. MACNICOL: Mr. Chairman, I am sorry that I shall have to leave in a few moments to meet another delegation, but may I have a minute to register my approval and support of the presentation presented by the delegations before this committee. The presentation has been a splendid one and has described in an excellent manner their part of the country. I have looked upon Gaspé as the forgotten part of Canada. I have been there along the Bay of Chaleur, but I have not been at Gaspé town, because it is almost impossible to get there. They have there what they call a highway, but it is, as these gentlemen have explained, hardly worthy of that name. It should be surfaced by a hard surface and when it is I am sure that traffic to that country will be very large, because there is no other part of Canada more richly endowed with beautiful places than the part of the Gaspé peninsula over which I have been.

I have great hopes for their oil prospects. I have made an inquiry, but not on the job; but I am going to go down and make my own survey. Their oil prospects should be large because the geological formation indicates that there is oil there. I need not stress what it means to Canada if large quantities of oil could be produced there. The Gaspé peninsula was the first settled part of Canada, or at least it was the first part of Canada to be touched by Jacques Cartier in, I think, 1535, and it is too bad that having been first touched by the explorers it is almost the last to profit from the opening up of the country.

The railway is just what these gentlemen have described—it is a Tooner-ville trolley. Fancy taking nine and one-half hours to go along the south shore to Gaspé through a very beautiful country; but as these gentlemen say the bridges are inadequate for heavy traffic, and the stations are altogether unworthy of the name of station—not all, but most of them.

I am sorry I have to go, but before I leave I want these gentlemen to feel that I will do anything I can, and I think the committee feels too that the opening of that country should be carried out. I am sure that this committee will thoroughly study your submissions and, perhaps, mention them in the report which will be made to the house later. I am happy to be here and to have heard what has been said.

Mr. ROMILLY: We are more deeply touched than I can say with your remarks, Mr. MacNicol, and we will remember your splendid generosity.

The CHAIRMAN: What is the quality of the crude oil that has been discovered in the Gaspé peninsula?

Mr. ROY, M.P.: I will try to answer that question. There is a fine crude oil, as was indicated by Mr. MacNicol. Reports are coming to me about this oil. I saw an old automobile in Gaspé which has been running for years with that crude oil, and some people have used it in their lamps. I think that shows that the quality of the oil is good.

The VICE-CHAIRMAN: Has any of it been shipped?

Mr. ROY: I cannot say. The drilling has been done by the company to which Mr. McKenzie referred, but I do not know whether the oil has been shipped out commercially.

The VICE-CHAIRMAN: You have not a refinery?

Mr. ROY: No, we have not. The tests in all directions show there is oil but they have not struck the real veins yet. Oil drilling is a long operation as everyone knows, and the tools used were not of the best.

Mr. DUPUIS: Do you know if that oil comes from deep under the surface or is it surface oil?

Mr. ROY: The oil that was found was at a depth of some 3,000 feet. There is seepage on the surface in many places.

Mr. DUPUIS: Surface oil is no good.

Mr. ROY: Maybe the committee would be interested to hear the opinion of two joint engineers who specialize in oil development, Mr. I. W. Jones, and Mr. H. W. McGerrigle. I have here reports by these gentlemen written in 1937.

Mr. CASTLEDEN: Is that an official government report?

Mr. ROY: Yes; it is the report made by the Bureau of Mines of the province of Quebec by these two engineers.

Mr. POIRIER: It would be an official report of the province of Quebec.

Mr. ROY: Yes, it was printed in 1937. Many reports were made before but this one is, I think, the most recent one we have. Other reports are: Bridelman, J. C., Developing Zinc and Lead Deposits in Gaspé Peninsula, 1924; Mailhoit, A., Geology of a Portion of the Projected Township of Lemieux, County of Gaspé, 1917; Alcock, F. J., Geology of Lemieux Township, Gaspé County, Quebec, 1921; Mount Albert Map-area, Quebec, 1926; Zinc-Lead Field of Central Gaspé, Quebec, 1927; Jones, I. W., Notes on Mining Properties in Lemieux Township, Gaspé, Quebec, 1929.

In the conclusions of these two engineers I mentioned a moment ago, I find the following: "There is some oil of good quality in this region, as has long been known." And this particular paragraph ends: "The region is recommended to the serious consideration of those in search for oil, but as is known by those with experience in such matters drilling operations in regions such as this would call for large expenditures that should be undertaken only by concerns or individuals who are prepared to assume the considerable risks that are inevitable in ventures of this kind." I think that those conclusions show that the oil is good and that the location is promising. I think the anticline oil formation starts in the gulf and runs as far up as Grand Cascadepédia according to what was told me by an engineer one day, and, it seems that this is the very same belt that goes through the United States. Right near in New Brunswick there is some oil exploitation. That belongs to the same territory. That development is in operation in New Brunswick; there is also natural gas.

Mr. JEAN: Has any research been made since that report?

Mr. ROY: Yes, the Imperial Oil Company has been drilling two wells, I think. They are still drilling. There is another concern drilling; the man in charge is Mr. Payette. There is drilling going on, but it takes nearly a year to make one well. They started to drill in 1937 and they stopped at the time of the war.

Mr. DUPUIS: Do you know whether all this area is controlled by some big concern as far as the right to develop is concerned.

Mr. ROY: Most of the land where the deep oil is is owned by the International Petroleum Company and some other people.

Mr. POIRIER: Standard Oil?

Mr. ROY: No, I do not think Standard Oil has any claims; none that I know of.

Mr. CASTLEDEN: Imperial Oil must have some.

Mr. ROY: Imperial Oil has been granted permission to go in and prospect. Some of those companies had held that land for at least fifty years and never touched it, so the provincial government has passed a special order in council giving certain rights to any company which wanted to go in and prospect those lands, and that is how Imperial Oil is working down there. Maybe your



committee would be interested to know something of the mineral deposits that is there too. There are a great many reports concerning the minerals, and quite a few good properties are owned by big companies such as Federal Zinc and Lead, British Metals of England, and the Noranda Company also has a big property. It has drilled it with three diamond drills, three shifts a day for nearly three years, but it stopped drilling when war broke out. An engineer who has some connection with these people said a few days ago to Mr. McKenzie that the company would go back into operation as soon as the war was over.

Mr. McDONALD (*Pontiac*): Was that a Noranda engineer?

Mr. ROY: I do not know. I am not supposed to give his name.

Mr. McDONALD: Was it somebody representing the Noranda people?

Mr. ROY: Not directly, but well informed.

Mr. POIRIER: Would you give his name?

Mr. McKENZIE: This was one of the chief field men of a provincial government survey.

Mr. ROY: I think the committee would be interested to know that apart from all these reports I found another report in the magazine called *Canadian Mining and Metallurgical Bulletin* of December, 1943. This is a long report made by Mr. J. E. Gill, Professor of Geology, McGill university, and P. E. Auger, Geologist of the Bureau of Mines in the province of Quebec. This is a report of nearly twenty pages and it is very favourable to this zinc proposition which is found in Lemieux township which includes that section around Ste. Anne des Monts lake. I will read the extract because it may interest some members of the committee:—

Re-study of the vein system in Lemieux township, Gaspé, indicates that several hundred thousand tons of vein matter averaging around 5 per cent zinc may be present within 500 feet of the surface in veins already discovered. These are in Lower Devonian sediments which are cut by basic and acid intrusives and capped by lavas and sandstones. The veins occur within a dome structure, from the central part of which the sandstones and lavas have been stripped by erosion. Only the southern and southeastern parts of the favourable area have been closely prospected. Similar work in other parts of the structure should lead to the discovery of more veins, and some should occur beneath the lavas. The more promising occurrences are described and the origin of the veins is discussed.

If I might be permitted I should like to lay on the table of your committee two resolutions, one of which was passed by the Gaspé Board of Trade and the other was passed by the Ste. Anne des Monts Chamber of Commerce.

Mr. POIRIER: I would like to ask Mr. McKenzie if he could say how many square miles are comprised in that oil area from Gaspé to Grand Cascapédia.

Mr. McKENZIE: You would have to divide that in two—first, between 200 and 300 square miles, extending from 18 miles to the east of the port of Gaspé to 40 miles to the west. Those anticlinals follow fixed directions, and the area that comprises that 200 to 300 miles is what is connected with those particular anticlinals. Then beyond that, away to the headwaters of the Cascapédia there is additional territory with favourable geology. You won't find this in early reports for the reason that the first engineers who studied the geology of the Gaspé peninsula appear to have erred. They could not pick up the silurian formation, which is the softer formation of the limestone that is below the devonian and the pre-devonian formation. The silurian formations appear to be pinched out in certain places, and the geologists assumed that it did not exist. Therefore, many reports will not be favourable for oil because the findings at that time showed no place to hold it. With this last survey made by Messrs.

Jones and McGerrigle, we know that the silurian formation exists from Gaspé to the headwaters or adjacent to the headwaters of the Cascapedia river.

One gentleman asked about the quality of the oil. We have had three or four surface showings of oil—that is black oil, shallow. All big volumes come from six or seven thousand feet down, and it comes from below the pre-devonian formations, resting in what is supposed to be the silurian formation. They have never drilled down through any of the tops of these anticlines to the silurian. The tools they are using are not adequate to the job, the machinery is not heavy enough. The deepest drilling is 5,835 feet. They stopped then because the cable would not carry on deeper and their Diesel tractor engine had not the power four surface showings of oil—that is black oil, shallow. All big volumes come down another 1,000 or 1,500 feet they would probably have tapped something.

The VICE-CHAIRMAN: Are they using the standard or rotary equipment?

Mr. McKENZIE: They are using standard equipment, but it is not up to date standard equipment. I know something about it because I was office manager for a company that drilled forty odd wells—Petroleum Oil Trust of London, England.

Mr. LAPOINTE, M.P.: Now, could you give us some information with regard to the cost of building a railway through the centre of Gaspé peninsula?

Mr. McKENZIE: Well, there is this route here by way of the northern part of the Shickshocks down through the country by Matane, to the headwaters of Clearwater, Madeleine, and then down Madeleine Brook; it seems, however, practicable to go by way of the region of Matane. I can give you a quotation from a survey made by Mr. Rheame: "As regards the Riviere Ste. Anne branch. I understand that a government engineer, a Mr. Bertrand, made an exploration and reported that a ( $2\frac{1}{2}$  per cent) and a half per cent grade could be obtained. It has also been suggested that a through line, from Matane to Gaspé, could be had by following the coast from Matane to Ste. Anne des Monts, then up the valley of the Riviere Ste. Anne, where a  $2\frac{1}{2}$  per cent grade is obtained, down to Gaspé a distance of about 168 miles."

Now, that  $2\frac{1}{2}$  per cent grade is too high. It is not reasonable to expect that in a distance of thirty odd miles you are going to have a  $2\frac{1}{2}$  per cent grade; it is going to be between 1 and  $1\frac{1}{2}$  per cent grade.

Mr. LAPOINTE: Would the construction of that railroad be beneficial for defence purposes?

Mr. McKENZIE: It would, absolutely. It has already been spoken of by defence people interested in the defence of the dominion. They have already discussed it in connection with improvements to be made on the Bay of Chaleur line.

Mr. LAPOINTE: You mentioned something in your brief with regard to cords of wood. How do you come to that conclusion?

Mr. McKENZIE: Take the area of Gaspé peninsula as 10,000 square miles and split that in two, leaving 5,000 square miles for wooded country. Take 600 acres to the square mile and you have 30,000,000 acres. Take 10 cords to the acre, which is nothing in Gaspé. I have cut 72 cords.

Mr. LAPOINTE: Is the territory fit for landing fields, for aeroplanes?

Mr. McKENZIE: Oh, yes.

Mr. McDONALD: If my memory serves me right, when I was in Quebec there was a pulp mill at Chandler that had a more or less chequered career. Is it in operation?

Mr. McKENZIE: Yes.

Mr. McDONALD: Is it successful?

Mr. McKENZIE: It is doing well now.

Mr. RUMILLY: It is a subsidiary of the Anglo Canadian.

Mr. McDONALD: How do they ship out their product—by rail?

Mr. McKENZIE: Yes, by rail. It was formerly shipped by boat by way of Gaspé, but later by rail and by boat too, I think, from a dock that has been for that purpose at Chandler.

Mr. McDONALD: Do they convert it into paper?

Mr. McKENZIE: No, pulp.

Mr. CASTLEDEN: Has any survey been made of the water powers?

Mr. McKENZIE: Yes.

Mr. CASTLEDEN: Are they very extensive?

Mr. McKENZIE: They are numerous, not large.

Mr. CASTLEDEN: It seems to me that your problem is to get a railway. As part of the national system, a railroad from Mont Joli to Gaspé would be the most important.

Mr. McKENZIE: That would be the shortest. That would not do away with the possibility that it might be more practical to have it a little longer and swing more to the north.

Mr. CASTLEDEN: What is the distance?

Mr. McKENZIE: Roughly 160 miles.

Mr. CASTLEDEN: What would be the importance nationally of such a railway to the rest of Canada—a railway linking up Gaspé with the economy of the rest of Canada? You seem to be too isolated. What value would it have for the rest of Canada? Mr. Roy has mentioned the possibilities of a winter port as Gaspé.

Mr. McKENZIE: The possibilities of a winter port are absolutely practical. You will find a lot of opposition on the winter port question as regards Gaspé. People say that the port will get frozen up. We have cold weather in Gaspé just as there is all over Canada. Naturally, there is some ice, but not sufficient in Gaspé bay to do away with the possibility of the active operation of the port twelve months of the year. I have been on boats crossing from Pictou to Charlottetown in the winter, and we haven't any ice conditions heavier than that. That island ferry steams along only slowing up from 12 knots to 7 knots in heavy flows. Besides that there is the matter of drift ice. Formerly it was contended that drift ice blocked the whole gulf of St. Lawrence, but it does not. When the wind is from the northwest the water is cleared in the other direction, and when the wind is from the east and southeast it is cleared in the Bay of Chaleur. I know this from reports I have had from pilots of aeroplanes that have flown over the gulf during the winter season. Those pilots have told me that there is always clear water either on one side or the other.

Mr. DUPUIS: Is the ice deep ice?

Mr. McKENZIE: The drift ice in the Bay of Chaleur is heavy ice because it piles up; but I have never seen it—and I have been in it—so heavy that a normal icebreaker could not go through it.

Mr. DUPUIS: Is there a report of the possibility of making Gaspé a sea-going port—is there a federal report?

Mr. McKENZIE: I do not know whether there is a federal report, but there is an imperial report. There is a deep water wharf built in Gaspé now—just one of the three sections—that was built many years ago, in the early 1900's at the instance of the imperial government with the idea of making Gaspé a naval base.

Mr. POIRIER: With regard to a question asked by Mr. Castleden, would not that railway in the interior of Gaspé shorten the way from Canada to Liverpool?

Mr. McKENZIE: By over 200 miles.



Mr. McDONALD: For the proper development of that country from a railway point of view with regard to the addition to the extension of the road from Matane to Gaspé, would it not also be necessary to have improvements of the present line from Cascapedia to Gaspé?

Mr. McKENZIE: Yes.

Mr. McDONALD: The two must link together.

Mr. McKENZIE: Yes.

Mr. QUELCH: What are the future possibilities of agricultural settlement? Are there any large blocks of land owned by the crown?

Mr. McKENZIE: Gaspé is mostly a mineral country. It is broken up everywhere; but naturally in 10,500 square miles there will be large areas where agriculture would be practical.

Mr. QUELCH: Would the building of any of these proposed railways serve those lands?

Mr. McKENZIE: Yes. Besides the building of the roads there are other roads going from Gaspé, for instance, the one up to the Noranda mines at the present time. That road is only twelve miles from the zinc and lead mine road on the Cascapedia river. There are other similar roads. At the present time a road is being built up the St. John river from Gaspé, and the engineer told me recently that if that road goes to the south branch of the St. John river it will be only fifteen miles from another tractor road that has already been built in from the Bay of Chaleur. You can see how the country could be gradually connected by roads but first you must have the interior opened up by a railway.

Mr. CASTLEDEN: The road would not pass through any large area of agricultural development, would it?

Mr. McKENZIE: No, the country is all virgin as far as agriculture is concerned.

Mr. QUELCH: Is it heavily timbered?

Mr. McKENZIE: Yes, it is heavily timbered, but if the country is left for another few years the timber will begin to die. Decay will set in on the forests. When our Gaspé trees get up to 85 and 115 years of age they are arriving at their growth. Something is going to attack the timber just as something is going to attack each one of us when our time comes. Last time spruce beetles killed hundreds of millions of feet of mature timber. I worked on that situation with Dr. Swain of the department of lands here trying to conquer the beetle. I am the man who found that parasite in Gaspé and sent it up here. I can picture one occasion when I cruised 17,000,000 feet of prime spruce for saw logs and after the beetle passed through that forest there was not 1,000 feet of it left.

Mr. RICKARD: Of what benefit would the improvement of this road be to the rest of Canada? You have already mentioned lumbering and reforestation.

Mr. McKENZIE: It would give the rest of Canada a shorter route to the west; but primarily, oil is going to be found in Gaspé just as sure as we are all sitting here. It is going to be a boom to the whole dominion. There are no two ways about it. I have seen the oil flow, thousands of barrels. I know something of the geology of the country. I know that as soon as someone has enough capital to invest and to risk there will be developments. Every oilwell is a "wildcat", but when drilling is done—to 7,000 feet or over into the silurian formation oil will be found in quantity.

Mr. CASTLEDEN: At the present time could you seek assistance from these two companies?

Mr. McKENZIE: They are not going after it hard enough. The oil business is an expensive business. 7,000 feet of drilling costs \$137,000, and you cannot

commence to do it for less. A second well would not cost as much. You have to find out where to drill. As a hole is being sunk a log or record is kept of the different rocks or formation pierced. With the second well—say at some distance—a similar record is made and so on. Then when the different figures and data are obtained the angles etc., are calculated, and definite geological information is determined. I was talking to an oil man in Gaspé and he said that with the new rotary drills or portable drills that are now developed it would not be a big matter to drill  $3\frac{1}{2}$  inch holes which if they found oil would have sufficient capacity to pay for the sinking.

Mrs. NIELSEN: What does it mean when you have to wait until the oil companies are ready to invest their money in the country? Do you think government intervention would help?

Mr. McKENZIE: No, the oil companies appear to lack funds for prospecting. You must find oil companies and investors who have sufficient money set aside, and interest them to go in there and develop. Every oil well is a wildcat. There is no geologist who knows what is under his feet 30 feet down. He assumes from what he sees on the surface, from certain angles of rock, that there is a certain thing there, but he does not know. You have to go down. This Texas oil man told me the other day, "We made a mistake in Texas the other day; we sank a well that cost \$230,000 and it was dry". I asked, "What are you going to do about it"? He said, "We are going to put another one down." That is the kind of money that is required.

Mrs. NIELSEN: It would appear to me that when we discuss the question of Gaspé we cannot discuss it as something separate from the rest of Canada. In western Canada we are all hoping after the war to get railways to open up our country, and from the point of view of Gaspé's connection with the rest of Canada, if we can get railways such as you suggest and good roads, we can assist the tourist trade and we can assist lumbering and we can give the fishermen better opportunities by building better harbours. In that way we are going to help the purchasing power of the people of Gaspé and assist them in keeping the wheels of industry turning in the rest of the country.

I think the briefs we have heard presented to-day are excellent and will meet with the support of everybody.

Mr. McKENZIE: I am probably better versed in the mineral possibilities of Gaspé and particularly as regards oil, and I am convinced that oil is going to be found in Gaspé and that it is going to be the means of starting a big boom in eastern Canada. Of that I am absolutely convinced.

Mr. DUPUIS: For many years I have heard, and all of us have heard, of the claims of the Gaspé people being abandoned. Nothing seems to have been done, although requests and petitions have been made for fifty years. What is the cause of this handicap? What is the underlying cause?

Mr. McKENZIE: Do you refer to the lack of development of the Gaspé?

Mr. DUPUIS: Yes.

Mr. McKENZIE: Lack of knowledge of the situation.

Mrs. NIELSEN: Do you mean that as regards the people of the Gaspé or as regards the rest of us?

Mr. McKENZIE: As regards the people of Gaspé and all of us.

Mr. CASTLEDEN: What is retarding the development of the lumber industry at the present time when there is such a demand for lumber? Where do the people of the Bay of Chaleur get their power? Do they bring it from the St. John river?

Mr. McKENZIE: They bring it from Mont Joli.

Mr. CASTLEDEN: That is water power?

Mr. McKENZIE: Water power.

Mr. CASTLEDEN: Is the power question not one of the factors which is hindering development?

Mr. McKENZIE: With the opening up of the country the power situation will automatically develop. There are lots of small powers.

Mr. QUELCH: Lack of transportation is another trouble.

Mr. McKENZIE: Yes, lack of transportation and lack of communication—for opening up the country.

Mr. DUPUIS: Is there any possibility that those big concerns who hold the rights and claims in all that area are behind the screen to prevent the development of that part, to keep that for themselves?

Mr. McKENZIE: Do you mean large concerns like the lumber concerns?

Mr. DUPUIS: No, oil and mining?

Mr. McKENZIE: If you study the history of the Standard Oil Company of New Jersey, which is the owner and dictator of Imperial Oil of Canada, you will get your answer.

Mr. DUPUIS: What is the answer?

Mr. McKENZIE: The answer is they are holding it up.

Mr. CASTLEDEN: You mean that Canadian resources are being held up by an outside company?

Mr. McKENZIE: By Standard Oil of New Jersey.

Mr. CASTLEDEN: Because they have rights of development, and they do not develop?

Mr. McKENZIE: There is the Imperial Oil well in Gaspé. If they had any sense at all when they started to drill it they would have done the thing properly. They knew that their equipment was inadequate to get down where the geologists said they should go. They made a grave mistake and it must have been a deliberate one. They used a tractor Diesel engine that did not have the power to swing the tools 7,000 feet. I have played with machinery all my life and I know it would not begin to go down.

Mrs. NIELSEN: What is the nature of the concessions they have?

Mr. McKENZIE: I do not know. The forging of drills for oil well work requires particular technique according to the type of rock encountered, in something the same way as planing tools or drills for castings must be shaped and tempered. In my opinion their drills were not correctly forged which seems to be proven by the frequent losses of tools in the holes and the consequent long and expensive delays in finishing jobs. Why all this? Either they should have a practical oil man or they should not be drilling. If they were serious about it they would have a man that could do it or they would not do it at all.

Mr. CASTLEDEN: Why should not those fields be developed efficiently if the present permit holders are not doing it?

Mr. McKENZIE: They should be developed efficiently. I believe there is capital in Canada and there is capital in the States. I believe a company such as represented by the Texas oil man I mentioned would be instrumental in securing outside capital. You have to get people with sufficient capital and who are willing to spend it. I wrote a letter some years ago to the Hon. Mr. Gagnon and I told him that one hole or two holes or ten holes were not anything in the 200 square miles; you must be prepared to put down twenty holes if necessary. The previous holes were all too shallow. The geology of the country was wrong at the time, and they were drilling in the wrong places. Now we have corrected that mistake and have to start drilling all over again. Unfortunately, we find we have to go down to a much greater depth because of the silurian at 6,000 feet or over. It may be less than 6,000 feet in the folds.



The Vice-CHAIRMAN: Major Lapointe would like to ask a question.

Mr. LAPOINTE: With the permission of the committee I would like to make a few brief observations and perhaps ask a couple of questions. As far back as 1936 when I was delivering my maiden speech in the House of Commons I brought the problem of Gaspé peninsula to the attention of the government. Mr. Dupuis was asking Mr. McKenzie the reason why that district was so neglected. Well, I think it is a matter of lack of interest on the part of different governments. Many times these matters have been brought to the attention of the government. I was very pleased when I heard Mr. MacNicol and Mrs. Nielsen showing so much interest in that district. After my maiden speech delivered in the House of Commons, and nearly every time afterwards when I have spoken in the House of Commons, I endeavoured to bring this problem to the attention of the government. I may tell this committee that I feel very happy indeed when I notice the great interest that everyone seems to take in that territory. Well, sir, to my mind the most important problem with regard to Gaspé peninsula is communication. That is why there are those vast resources, such as timber, standing there. There is no means of getting those vast forest resources out because there are no communications. Mr. Castleden asked also if the projected railroad would go through an agricultural district. Not at the present time, because that railroad would go right across the heart of Gaspé peninsula, a district which is unexploited, which has never been opened up. I am sure, and I have studied the question, and some well informed people have told me, that there are great possibilities of opening up thirty or forty parishes if that railroad is constructed.

Now, sir, before concluding, may I say that we have heard a lot about national unity during the past few years. To my mind there is an indication of national unity right there in Gaspé peninsula, national unity that can be developed. That district has been neglected. Nevertheless, the population has been giving its support to this war. I would like to mention especially the wonderful war effort down in Gaspé district. I was in the house one day when Mr. Hanson mentioned the wonderful war effort of Gaspé district, and Mr. Poirier has mentioned that we have over 4,000 volunteers. I have not the figures, but I think that record is wonderful.

Now, we hope that something will be done this time. We hope that this committee will study the briefs, will read those briefs that have been brought before the committee, and will see what can be done to improve the conditions in that wonderful district of Gaspé.

Mr. AUTHIER: Mr. Chairman, I have just word to add by way of showing what can be done by the construction of a railroad at the right place. When the Transcontinental railway was built from Quebec to Cochrane and west there was fierce opposition because it was said that the road was going through the wilds of northern Quebec, and a hard fight was put up against that project. That was less than forty years ago; and in northwestern Quebec, in that district opened by that railway, we have a population of 125,000 people, we have a mining production worth over \$50,000,000 per year which will pretty nearly double after the war, we have an agricultural population which is producing millions of dollars worth of products and we have lumbering operations that are also producing millions of dollars worth of products; so I say that in answer to questions that have asked by the members from the western provinces whether it is going to be good for the rest of Canada if a short railway is built from Matane or from Mont Joli to Gaspé basin. I give you that example of the results obtained in northwestern Quebec following the construction of the Transcontinental railway, and it is a very good answer to those questions.

It is late, but before I sit down I wish to congratulate the very able representatives of Gaspé for their splendid presentation this morning.

Mr. POIRIER: May I say that we do not want patronage in Gaspesia. Let the government give us the communications and we will do the rest. Our population is active, intelligent and will do all that is required.

Mr. JEAN: Mr. Roy placed on the table two resolutions. Do we understand that those resolutions will appear in the report of this meeting?

The Vice-CHAIRMAN: Will you so move?

Mr. JEAN: Yes.

Mr. RICARD: On behalf of the committee may I say that we appreciate very much these gentlemen coming here and giving these briefs. I am sorry I was not here at the opening of the committee, but after listening to Mr. McKenzie I am sure that people from all parts of Canada would be interested in this proposition that has been put forward. In 1937 I had the privilege of travelling through that country, and I was very much surprised at the accommodation that was given on the railways—even the passenger accommodation was more or less out of date; but I wish to say that the courtesy shown by the employees of the railroad to us was amazing. They tried to make the best of a poor situation. I am sure after having heard these briefs submitted that we are all interested in this proposition, and I wish on behalf of the committee to move a vote of thanks to these gentlemen.

Mr. ROY: I wish on behalf of the people of Gaspé to express our most sincere thanks for the goodwill that has been shown in the examination of this project for post-war development into which people of Gaspé peninsula are so deeply interested. I am pleased to see that the members of this committee have supported this project with such a great earnestness, and I hope that your desires of long years will now materialize in a near future.

The Vice-CHAIRMAN: I have much pleasure in conveying to you gentlemen the thanks of this committee for your very able presentations. We in this committee are gradually learning that Canada is a wonderful country, and you have made some contribution to that knowledge.

—The committee adjourned to the call of the chair.

## APPENDIX "A"

Tabled by Mr. Roy, M.P., June 28, 1944

EXTRACT FROM THE MINUTES OF A MEETING OF THE CHAMBER OF COMMERCE  
OF GASPE NORTH

At a meeting of the said Chamber of Commerce of Gaspé North held at its headquarters in the court house at Ste. Anne des Monts, the 24th day of May, 1944, under the chairmanship of Mr. J. Emile Rioux, the following resolution was adopted:—

Considering that Gaspé is endowed with a natural seaport that is open throughout the year to all transatlantic liners;

Considering that by reason of the geographical situation of Gaspé peninsula, this natural seaport is closer to Liverpool than any other port in Canada and the United States;

Considering that Gaspé peninsula contains in quantity gold deposits and other undeveloped minerals;

Considering that the Gaspé seaport and all the mineral deposits of Gaspé peninsula will not be developed and worked so long as a railway passing through the interior of the Gaspé peninsula is not constructed;

Considering that this railway linking Mont-Joli with Gaspé would greatly shorten the distances both in respect of the exportation of Canadian products to European markets and in respect of importation of European commodities;

Considering that this shorter railway line would involve the tremendous advantage of reducing alike exportation and importation costs, and that there would accrue from such reduced costs an annual saving amounting to several million dollars;

Considering that this project involving the construction of a branch line and the opening and equipping of the natural port of Gaspé have already been the subject of serious investigations and that such investigations led to favorable conclusions;

Considering that works of economic reconstruction must be undertaken to ensure employment to the Canadian people through the development of our resources;

Considering that, during the present world conflict, Gaspé peninsula, proportionately speaking, has accomplished more than any other section of the Dominion, through the number of men provided and by sacrifices of every kind;

Considering that in acknowledgment of Gaspé's present war effort, Gaspé peninsula is entitled to hope for and to secure its full share in the works of economic reconstruction;

It is moved by Mr. Omer St. Pierre and seconded and adopted unanimously by the members present that the Chamber of Commerce



of Gaspé North unreservedly supports the motion of Mr. Sasseville Roy, member for Gaspé in the House of Commons, and that in conjunction with its Member it demands:—

1. The construction of a railway linking Mont Joli to Gaspé, and the said Chamber of Commerce of Gaspé North asks that such railway run along the coast of the Saint-Lawrence from Mont Joli to Ste. Anne des Monts and that from Ste. Anne des Monts to Gaspé it traverse the interior of Gaspé peninsula;

2. The opening and equipping of the natural port of Gaspé.

Given at Ste. Anne des Monts under my oath of office this first day of June one thousand nine hundred and forty-four.

LOUIS PHILIPPE LANGELIER,

*Secretary.*

## APPENDIX "B"

Tabled by Mr. Roy, M.P., June 28, 1944.

GASPE BOARD OF TRADE  
CHAMBRE DE COMMERCE

GASPE, QUE., April 6th, 1944.

J. SASSEVILLE ROY, ESQ.,  
Parliament Buildings,  
Ottawa, Ont.

Dear Mr. Roy:—

At the last meeting of the Gaspé Board of Trade, it was unanimously agreed that a letter be written you recommending that at your appearance before the post-war reconstruction committee you table the following resolutions:—

Whereas the woodlands areas of the interior are now mature timber and inaccessible to present methods of operations.

Whereas the deposits of mines and traces of oil incite more prospectors to work this area.

Whereas Gaspé has a port which can be used in winter time as well as summer for European shipping, and also this port is nearer to the European continent than any other Canadian Port.

It is resolved that steps be taken to survey the possibilities of linking the main trunk railroad line through the inland area from Matane to Gaspé.

We thank you for whatever you can do for this district in this respect, and we beg to remain,

Yours very truly,

J. R. KEAYS,  
*Secretary.*





DEPT. OF POLITICAL SCIENCE  
UNIVERSITY OF TORONTO  
(SESSION 1944)  
HOUSE OF COMMONS

SPECIAL COMMITTEE

ON

RECONSTRUCTION AND RE-ESTABLISHMENT

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 12

WEDNESDAY, JULY 19, 1944

WITNESSES:

- Mr. Morley J. Pape, President, Can. Automotive Transportation Association.  
Mr. Jack Taylor, Vice-president, Can. Automotive Transportation Association.  
Mr. Keith MacKinnon, Sec'y-Treas., Can. Automotive Transportation Association.  
Mr. J. O. Goodman, Exec. Secy, Can. Automotive Transportation Association.  
Mr. Harold McElroy, Can. Automotive Transportation Association.  
Mr. Gene L. Buckman, Can. Automotive Transportation Association.  
Mr. Wilfred H. Male, Can. Automotive Transportation Association.  
Mr. J. A. Whitmore, Secy, Canadian Warehousemen's Association.

OTTAWA  
EDMOND CLOUTIER  
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY

1944



## MINUTES OF PROCEEDINGS

WEDNESDAY, July 19, 1944.

The Special Committee on Reconstruction and Re-establishment met this day at 3.30 o'clock, p.m. Mr. D. A. McNiven, the Vice-Chairman, presided.

The following members were present:—Messrs. Bertrand (*Prescott*), Black (*Cumberland*), Castleden, Gillis, Gray, MacNicol, McDonald (*Pontiac*), McNiven, Matthews, Purdy, Quelch, Rickard and Sanderson. 13.

Mr. McNiven informed the Committee that Mr. Turgeon, is now making good progress in his recovery from his operation.

The Chairman read a telegram from Mr. H. J. Fairhead, Chairman of the Ontario Motor Truck Owners Association endorsing the brief of the Canadian Automotive Transportation Association which was ordered to be printed in the evidence.

Mr. Morley J. Pape, President, Canadian Automotive Transportation Association, Toronto, Ont., was introduced by the Chairman, and was requested to introduce the delegates present. He introduced the following members of the above mentioned Association:—

Mr. Jack Taylor, First Vice-president, Calgary, Alta.;  
Mr. Harold C. McElroy, Regina, Sask.;  
Mr. Gene L. Buckman, Vancouver, B.C.;  
Mr. Wilfred H. Male, Toronto, Ont.;  
Col. R. G. Cayley, Toronto, Ont.;  
Mr. William C. Norris, Quebec;  
Mr. Harry Smith, Montreal, P.Q.;  
Mr. Donat Sicotte, Montreal, P.Q.;  
Mr. Paul Laframboise, St. Hyacinthe, P.Q.;  
Mr. Pierre Marchand, Montreal, P. Q.;  
Mr. Keith MacKinnon, Charlottetown, P.E.I.;  
Mr. J. O. Goodman, Toronto, Ont.; and  
Mr. J. A. Whitmore, Secretary, Canadian Warehousemen's Association.

Mr. Pape then presented a brief. He filed samples of Provincial regulations respecting truck transportation, a copy of the 1944 edition of the Official Shippers' Guide, Official Ontario Ship by Truck, and a copy of the presentation made by The Canadian Automotive Transportation Association to the Director of National Selective Service, Department of Labour, Ottawa, on October 9th, 1942.

Several photographs of trucks, terminals, etc., were shown to the members of the Committee.

Mr. Taylor and Mr. MacKinnon also made brief presentations.

The above mentioned witnesses and Messrs. Goodman, McElroy, Buckman and Male, replied to questions by members of the Committee.

Mr. Whitmore, on behalf of his Association, endorsed the brief presented by Mr. Pape.



Mr. Matthews expressed the appreciation of the Committee for the valuable and illuminating information submitted by the witnesses.

The Chairman informed the witnesses that this Committee, in its reports to the House, had already made recommendations respecting transportation, and would supplement these later with further recommendations in the light of the evidence just presented.

The Committee adjourned at 5.45 p.m. to meet again at the call of the Chair.

J. P. DOYLE,  
*Clerk of the Committee.*

## MINUTES OF EVIDENCE

HOUSE OF COMMONS,

July 19th, 1944.

The Special Committee on Reconstruction and Re-establishment met this day at 3.30 o'clock p.m. The Vice-Chairman, Mr. McNiven, presided.

The VICE-CHAIRMAN: Gentlemen, we now have a quorum. I am very glad to-day to have before us the representatives of the Canadian Automotive Transportation Association; and, for the benefit of the members of that delegation may I say to you that this is the first meeting of our committee that has been called while the House is in session. The House is now actually in session, which will account for our difficulty in getting the usual attendance at our committee.

You gentlemen have had some correspondence with Mr. Turgeon, who is the Chairman of this committee and who has been the Chairman of it for the last three years. I know that you will be sorry to learn that for the last month Mr. Turgeon has been a patient in the hospital; and the members of the committee will be glad to learn that he has recovered rapidly from his recent setback and that he will be up and around again in the course of a few days.

Now, gentlemen, I have a telegram here from Mr. H. J. Fairhead, Chairman of the Ontario Motor Truck Owners' Association and it is addressed to me, as he was given to understand that I would be acting chairman of this committee. The telegram reads as follows:—

Our association organized in 1919 and allied with the Ontario Motor League representing all classes of motor truck owners and particularly the owners of private commercial vehicles commends the submission to be made to you on Wednesday of this week by the Canadian Automotive Transportation Association as to the essential nature of motor truck use in the national economy in war and peace and as to the fundamental importance in the public interest of utilizing to the full all the advantages inherent in this most modern flexible and efficient form of transportation. Stop If untrammelled by heavy taxes and burdensome restrictions motor truck owners in the post war years could greatly assist in maintaining the high level of employment requisite to industrial and social stability and in facilitating that increasing exchange of goods which makes for a rising standard of living.

If it meets with the approval of the committee we will have this telegram incorporated into to-day's proceedings. Are you agreed?

Some Hon. MEMBERS: Agreed.

The VICE-CHAIRMAN: The presentation on behalf of the association will be made by Mr. Morley J. Pape, who is president of the Canadian Automotive Transportation Association and General Manager of the Colville Transport Co. Ltd., of Toronto. I understand from Mr. Pape that his presentation will be briefly supplemented by a short presentation from Mr. Jack Taylor, the first vice-president of their association and secretary of the Alberta Motor Transport Association of Calgary and also by Mr. Keith MacKinnon, who is the secretary-treasurer of their association and is the proprietor of the Keith MacKinnon Transport, Charlottetown, P.E.I.

Now I am going to ask Mr. Pape to introduce to the committee the other members of his delegation. Mr. Pape.

Mr. MORLEY J. PAPE, President, Canadian Automotive Transportation Association, called.

The WITNESS: Thank you very much, Mr. McNiven, and members of the special committee on Reconstruction and Re-establishment. I am going to read the names of the gentlemen who are accompanying me in making this presentation and I am going to ask them to stand so they may be recognized by the committee.

Mr. Jack Taylor, First Vice-President, Canadian Automotive Transportation Association, Secretary, Alberta Motor Transport Association, Calgary.

Mr. Harold C. McElroy, Saskatchewan Motor Transport Association, President, Smeed's Security Storage Company, Limited, Regina.

Mr. Gene L. Buckman, Secretary-Manager Motor Carriers' Association of B.C., Vancouver.

Mr. Wilfred H. Male, Director, Automotive Transport Association of Ontario, General Manager Direct-Winters Transport, Toronto; a former deputy administrator of services, Wartime Prices and Trade Board.

Col. R. G. Caley, Automotive Transport Association of Ontario, Vice-President, Martin Transports Limited, Toronto.

Mr. W. C. Norris, President, Automotive Transport Association of Quebec, President, W. C. Norris Limited, Outremont.

Mr. Harry Smith, Director, Automotive Transport Association of Quebec, President H. Smith Transport Limited, Montreal.

Mr. Donat Sicotte, Director, Carters' Association of Montreal, President, Transports Limited, Montreal.

Mr. Paul Laframboise, Secretary-Treasurer, Syndicat de Cammioneurs de la Province de Quebec, President, St. Hyacinthe Transport, St. Hyacinthe.

Mr. Pierre Marchand, Vice-President, Automotive Transport Association of Quebec; Transport Manager J. B. Baillargeon Express Co. Ltd., Montreal.

Mr. Keith MacKinnon, Secretary-Treasurer, Prince Edward Island Automotive Transport Association, Proprietor, Keith MacKinnon Transport, Charlottetown (observing officially for the provincial government, P.E.I.)

Mr. J. O. Goodman, Acting Executive-Secretary, CATA, General Manager, ATA of O, Toronto.

The VICE-CHAIRMAN: Gentlemen, you will observe from the list taken of those who are present that this delegation is thoroughly representative of the industry throughout the Dominion of Canada. I have explained to Mr. Pape that our normal procedure is for the gentleman who is making the presentation to read the brief, and that generally speaking it is the practice of the committee to let him complete his presentation before questions are asked; I have also explained that it is the right of any member of the committee to ask questions at any time. With that preliminary I would ask him to present the brief on behalf of the Canadian Automotive Transportation Association.

The WITNESS: Thank you, sir. Before commencement of the presentation of this submission may I say, Mr. Chairman, that it will be necessary during the presentation to digress for a moment and refer to certain exhibits, and with your permission, I shall do so.

The Canadian Automotive Transportation Association is a federation of provincial association, whose members, in the main, are "for-hire" inter-urban motor freight carriers. We appreciate the opportunity of appearing before your important committee for the purpose of outlining the contribution which our industry hopes to make in the post-war period.

The trucking industry divides itself into three groups—

- (a) Private carriers—this includes farmers, manufacturers, wholesalers, retailers and others operating trucks incidental to their own businesses;
- (b) Intra-urban carriers—this includes those engaged in local "for-hire" cartage;



- (c) Inter-urban carriers—this includes all classes of “for-hire” carriers hauling beyond their local areas. Contract, specialized and common carriers of livestock, milk, furniture and other commodities are found in this group.

Although the representations we are about to make are solely on behalf of the inter-urban carriers, we would point out that many of our statements apply to all truck owners.

For instance, in British Columbia there is a congestion of population in one small part of the province; also there is a large volume of freight moving through the province to and from the far east; because of these conditions inter-urban carriers are an important factor in the transportation of freight by motor vehicle in British Columbia.

#### POST-WAR PLANNING

To win the war is our first and unalterable objective. Towards this the motor transport industry has made a remarkable contribution and when the history of Canada's all-out war effort is written, we are confident that there will be no more glowing chapter dealing with home front activities than the part played by motor freight carriers.

Of equal importance is the winning of the peace. However, a satisfactory peace cannot be won without a sound and fundamental program for post-war employment and economy.

Total war takes into consideration not only the military and home fronts but the constant kaleidoscopic changes that base themselves upon and affect national economy. Winning the war will not be a job completed and then discarded; it will produce results which will blend into the post-war period and which will contribute their effectiveness toward normal peacetime operations. The war and the transition period to peace time will form a definite pattern for future generations.

Peace will be won on both the military and the home fronts. Winning the peace means the right of individuals to work and to obtain the necessities and luxuries of life as a fair reward for their efforts; it means the right of communities to live in happiness, producing, consuming and exchanging with each other the necessities of life produced by them; it means commerce between nations whereby raw materials may be made available and surpluses may be exchanged. This is transportation—irrevocably tied in with all plans to produce an economy free from want and providing a high standard of living.

Canadian motor freight carriers aim to place themselves in a position to give the most effective service to the community as a whole and to play their part in the execution of these plans.

#### *Employment*

The most important contribution which any industry can make to a program of reconstruction and re-establishment is to provide employment—and especially to provide employment for men who will be returning to civilian life after serving their country in the armed forces.

Because this is a mechanized war and ours a mechanized industry, it was natural that a large percentage of our employees should have become members of the armed services. From the 70,000 employees of “for-hire” inter-urban carriers, approximately 32,000 men—45 per cent, have gone to war. Our task now is to make plans to re-employ these men. We propose to set up a registry within the industry of men returning from the armed forces who through pre-war, or war experience will be adaptable to the needs of our industry. This, together with a short vocational refresher training course, established with the

co-operation of the government, should be of material assistance in the readjustment to civilian occupations. At least 15,000 workers will be needed to fill the current manpower shortage. The remainder will be employed as a result of an anticipated increased demand for motor transport services and to replace the many persons now employed in our industry who will, no doubt, return to pre-war non-essential occupation.

Sounder employer-employee relations, pension and insurance plans, improved working conditions, and an educational program, will be offered to our workers, as an inducement to make occupation in this industry a career.

There seems to be a strong desire on the part of many of our older employees who are now serving in the armed forces to get back to work in our industry. Many of our members have received letters from former employees and it would be of interest to this committee if I were to read from two sample letters extracts indicating that desire. Here is one:—

I have not written to you before and have only seen you once in my life, but am an old driver of the Direct-Winters Transport Company. I was in the Windsor Branch driving in the City as tractor and semi driver. I was called up in the army on December 18th, 1942, and was promised my job back when I come back to Canada. I was wondering if you could throw any light on that question so as to ease my mind.

I am in the R.C.A.S.C. as a heavy duty driver and I was hoping I could continue to drive for your company when I got back home again. All the time I drove for Direct's I have had a very good driving record and have a very good one in the Army Service Corps.

The second extract is from a former employee written overseas; he says:—

Now to get down to another reason why I wrote you. The army over here is trying to make us feel that they are going to try and do something for us when this mess is over. They interviewed us a few days ago, asking what we were doing before we joined the army, what we would like to do after the war and if we had jobs to go back to when it's over, so I thought I would ask you what's on my mind a lot these days and that is if there is a job waiting for me if I'm fortunate to get back there some day in the near future.

I would like to file with your committee, Mr. Chairman, samples of the provincial regulations referred to in this brief.

The VICE-CHAIRMAN: Are these some exhibits which you want to get back?

The WITNESS: No, this exhibit may remain with the committee.

#### *Demand for Equipment and Supplies.*

It is impossible to present detailed statistics showing the extent of the post-war demand for equipment and supplies. It is of significance to note that in 1941 there were 34,432 commercial vehicles reported as having been sold at retail. Production of this type of equipment was drastically curtailed in the spring of 1942 with the result that there were only 13,070 vehicles sold in that year. The 1943 sales, we understand, were but 3,674. Truck owners, at present unable to obtain new equipment, are operating, at tremendous maintenance cost, vehicles which normally would have been taken off the road. When new equipment becomes available there will be a tremendous demand for replacements. This will be an important factor in giving employment to many of those engaged in the production and distribution of automotive equipment and supplies.

### *Wartime Controls*

Before the war, and up until the fall of 1941, regulation of inter-urban motor freight carriers was in the hands of the provincial governments. Legislation was not uniform, but in many of the provinces there was provision for the licensing and operation of vehicles, routes, hours of work, safety factors and tariffs of tolls, etc.

Your committee might be interested in having some photographs showing some of our more modern terminals.

The VICE-CHAIRMAN: Thank you, we will pass them around.

The exigencies of war made it necessary for the federal government to institute certain controls. Those controls were designed to conserve vital materials and to ensure a continuance of essential services. Of necessity, there were many limitations which restricted our industry. We strongly urge that, at the earliest possible moment, regulation of inter-urban motor freight carriers be returned to the provincial authorities. There should be no interference by the federal government with provincial control, but, the federal government can be of material assistance by arranging conferences of provincial regulating authorities for the purpose of promoting uniform legislation.

### *Disposal of Surplus War Supplies*

It is anticipated that the government and the armed forces will have a surplus of automotive equipment and supplies. The disposal of this material should be so planned that it will be placed on the market, through regular trade channels, at fair prices. Our industry has been deprived of the opportunity of making normal replacements, due to military needs, and we will be a deserved and ready outlet the moment equipment is available.

### *Federal Gasoline Tax*

The motor transport industry has been penalized, for purposes of national revenue, by the application of a three-cent federal gasoline tax. This places an additional burden on the operating fuel costs of our industry. No similar tax has been applied to other forms of transportation. We urge the removal of this tax and express the hope that such discriminatory taxes will not be imposed in the post-war era.

### *Artificial Trade Barriers*

Federal legislation prohibits the use of through truck traffic on that part of the Trans-Canada Highway passing through the national parks of Western Canada, thereby depriving people of Western Canada of the full benefit of this important artery. Similarly, the operation of toll bridges and toll highways, notably in the western and eastern provinces, impedes the free flow of commerce. We recommend federal action to correct or alleviate these conditions.

### *Threat to Rate Stability*

Part 5, sections 35-39, the Transport Act 1938, empowers railways to enter into individual agreements with shippers by virtue of the "Agreed Charges" provision. This places in the hands of the railways a weapon by which they could use their financial resources, limited only by the extent of Canada's credit, to institute ruinous competition with highway transport. The federal government should repeal this provision, thereby eliminating a serious threat to rate stability in the motor transport industry.

### *The Railways as Highway Carriers*

The entry of the railways, directly or through subsidiaries, into the field of highway transportation should, in the public interest, be limited to the extent



that they will only be permitted to operate highway services as part of a combination of through rail-highway haul. Otherwise, there is an obvious danger that the railways might create a complete monopoly of land transportation. The motor transport industry is unique in that it allows thousands of individuals to operate their own businesses on a sound basis. This opportunity to re-establish many present members of the armed services will be minimized if the railways are permitted to control or become large highway operators. We, therefore, recommend that the federal government enact legislation to this effect.

### *International Traffic*

As a means of facilitating traffic between United States and Canada, we urge amendment to the customs regulations to permit trucks to carry "in bond" goods in transit; a privilege now enjoyed by all other transportation agencies.

### *Post-War Highway Development*

There is much evidence indicating that extensive highway building will be undertaken in the post-war period as a means of economic and national development. The motor transport industry is prepared to expand its services to utilize additional highway development, thereby immediately stimulating trade in and out of newly opened areas.

### *Co-operation with Government*

As a mature transportation agency, we recommend that our industry be invited to have representation on government committees and boards appointed to deal with post-war problems of direct concern to public transportation.

### *General*

Transportation by highway is the servant of industry. The demand for our services will depend upon the productivity of the nation. The foregoing recommendations have been made, in the interest, not only of motor freight carriers, but also of Canadian trade and commerce.

We have further recommendations to make with regard to post-war planning—but these are within the jurisdiction only of provincial governments and will be made directly to them by our provincial associations.

In order to assist the Committee to evaluate our recommendations, we desire to outline the development of our industry and the important responsibility it is carrying in Canada's war effort.

## DEVELOPMENT OF TRUCK TRANSPORTATION

The motor truck as a speedy, flexible means of transportation first gained recognition during World War I, when the American railways experienced great difficulty in moving vast quantities of freight with the required rapidity. Trucks responded to this emergency and relieved the congestion. Its value to agriculture and industry in Canada during the ensuing quarter century is best demonstrated by noting the growth of commercial motor vehicle registrations, which increased from 9,611 to 284,094 from 1918 to 1943. The investment in equipment and terminals operated by the owners of these vehicles is estimated at approximately \$500,000,000. In the neighborhood of 450,000 persons (nearly three times as many as those employed by all railroads in Canada) are directly employed in their operation and maintenance.

Due to the vast territory which Canada covers, transportation is of the utmost importance to the welfare of every part of the Dominion. A close perusal of Canada's land transportation picture reveals that there are 561,489 miles of highways (of which 120,971 are surfaced) and 43,579 miles of railway track.

Of Canada's 22,092 communities, 14,278 are not located on rail. Approximately 53 per cent of the latter are more than five miles from their nearest railway station. Many of the communities directly located on railway lines are more adequately served by highway. As an example, it is only 18 miles by road from Owen Sound, Ontario to Meaford, Ontario, as against 280 miles by rail. Delivery by truck can be made within half an hour as against days by rail. Rail traffic moves from Owen Sound to Palmerston, from Palmerston to Guelph Junction, from Guelph Junction to Toronto, from Toronto to Allandale and, finally, from Allandale to Meaford.

Of the 728,623 occupied farms reported in the 1931 census, 354,473 or 49 per cent are more than five miles from their nearest railway station, while 518,487 or 71 per cent, are more than five miles from their nearest market town. At this point, Mr. Chairman, I would like to file with your committee a copy of the official Shippers' Guide issued by the Manitoba Highway Freight Transportation Services; and a copy of the official Ontario Ship By Truck directory prepared by the Automotive Transport Association of Ontario.

The CHAIRMAN: Is it the pleasure of the committee that these should be filed as exhibits?

Some Hon. MEMBERS: Agreed.

The WITNESS: The remarkable development of truck transportation has been due primarily to certain technical and economic advantages. The fact that it has grown so rapidly is proof that these advantages are very real and substantial.

The adaptability of truck transportation to the needs of modern enterprise is visible in every section of the dominion. From the northerly lumber camps of British Columbia, through the oil fields and ranches of the prairies, the industrial provinces of Ontario and Quebec to the fishing ports on the Atlantic coast, trucks and truck-trailers of all sizes are in use, filling the specific needs of the particular industry they are serving. Today's streamlined trucking services, operating in some instances over routes hundreds of miles in length, are a far cry from the vehicles of the early twenties, equipped with solid tires, chain drives and coal oil lamps.

I have here some photographs, Mr. Chairman, of some old-timers, some old trucks, and by comparison, I would like to present to the committee some photographs of some modern trucks, and by further comparison, I would like to present to this committee some photographs of what the artists believe will be the truck of the future.

Foremost amongst the inherent advantages of this type of transportation are its flexibility, speed, design, convenience, door-to-door pick-up-and-delivery, availability at any hour of the day or night, and the reduction in the number of times goods have to be handled.

Public necessity and experience have determined the most satisfactory type of transportation—a natural result of progress in manufacturing and distribution of goods or products.

Storekeepers in towns, villages and rural areas have found truck services a great boon to their businesses. Because goods can be delivered, in most cases within a few hours merely by a telephone call to their supply houses, these storekeepers are freed from the necessity of keeping their funds tied up in large stocks of goods. Smaller inventories permit quicker turnover. Expeditious, flexible and frequent truck service has lent itself to this kind of merchandising. Moreover, smaller stocks permit and encourage merchants to carry a greater variety of items as a potent invitation to trade.

Farmers too, have found trucking services much more suited to their needs. They are able to have livestock and produce loaded at their barn doors and delivered with only one handling. Truck services have enabled farmers to

take advantage of the best market prices. When a good price is published or announced over the radio, they are able, by using truck transportation, to speed their products to the market where the best price offers. On return trips, trucks serving farmers haul feed, fertilizer, farm machinery and other supplies direct to the farms. Use of the highways avoids the necessity of railway cars ordered in advance, mass shipments, delays in loading and unloading and much of the uncertainty of prices at the marketing centres.

The utilization made of trucks by farmers is evidenced by the fact that in 1942, 68·59 per cent of all calves received by Canadian stockyards and packing plants arrived by truck.

I would just like to point out that the words "stockyards and" in the preceding sentence should be left out.

The CHAIRMAN: Those two words come out.

The WITNESS: 54·93 per cent of all cattle; 51·35 per cent of all hogs; 43·9 per cent of all sheep arrived in the same manner. These percentages are averages for the whole of Canada and, naturally, are exceeded in some provinces. For example, in New Brunswick, 93·69 per cent and in Manitoba, 86·75 per cent of all calves moved by truck. 86·31 per cent of all New Brunswick cattle and 82·36 per cent of all cattle from Quebec was carried by truck. In Quebec 74·73 per cent and in Manitoba 68·72 per cent of all hogs depended on this form of transportation. And for sheep, 84·90 per cent were carried by truck in Manitoba, and 63·20 per cent in New Brunswick.

I would like to present to this committee some photographs of trucks hauling live stock; here is a photograph of one hauling live stock in 1920, compared to one hauling live stock in 1942, and an artist's conception of one hauling live stock in the future.

The CHAIRMAN: Do you suggest, Mr. Pape, that the live stock prefer going by truck rather than by railway?

The WITNESS: Decidedly, sir.

The CHAIRMAN: Decidedly?

The WITNESS: Cows are very contented.

Other farm products such as fruits, vegetables and milk are largely marketed by truck. In 1939, the Ontario Minister of Agriculture stated that 90 per cent of Ontario-grown farm produce moved by truck. In many Canadian cities practically the entire supply of fluid milk is delivered from farms to dairies by motor transport.

To the industrial life of Canada generally, motor freight transportation has meant an economical and speedy distribution of goods never before thought possible. Canada has become virtually a nation on wheels, relying substantially upon the motor transport industry.

Somewhere along the line, trucks transport everything we eat, wear or use.

Some indication of the service which trucks are giving in this connection would be illustrated by these photographs, Mr. Chairman. This is a travelling bill-board illustrating the advantages of certain parts of Ontario as summer resorts, as summer resort areas.

The CHAIRMAN: How do you think that would work out in elections?

Mr. MACNICOL: Why do you mention an important subject like that?

The WITNESS: An excellent medium, I believe; and I would also like to present to this committee some of the unusual jobs being done by trucks. Here is one hauling a very long steel girder, I would say it was 50 feet long; here is a truck hauling a railway car; here are two photographs of trucks hauling very heavy machinery; that would indicate the versatility of trucks. Here is a truck being used in the logging industry in the back woods of British Columbia; here is a truck hauling a load of logwood in British Columbia; there in another photograph there.



The CHAIRMAN: It shows a lumber camp.

The WITNESS: Here is a photograph illustrating how trucking is done in the far north with caterpillar wheels; here are some photographs illustrating jobs which trucks are doing in the mining areas.

#### TRUCK TRANSPORTATION AND THE WAR EFFORT

The contribution of this industry to the country's war effort is as spectacular as was its growth in the 25-year period prior to the commencement of the war. Immediately Canada entered the war, motor freight carriers geared up their services to take care of many emergency and unusual movements of war materials and supplies. To-day, motor trucks, feeding essential plants with necessary materials at all hours of the day and night, have established themselves as an integral part of wartime assembly lines. Many of the army camps, airports and new wartime plants are solely dependent on this industry for their transportation needs.

Accurate tonnage figures for the dominion are not available, but, according to studies made by one of our members, The Automotive Transport Association of Ontario, in that province, in 1943, motor transports carried 62 per cent more freight than they hauled in 1940 with less than one-third more equipment. The 1943 Ontario inter-urban motor traffic record was 6,500,000 tons of freight, or double the merchandise (L.C.L.) freight—

The CHAIRMAN: Less than carload freight.

The WITNESS: — carried by the railways throughout all Canada.

The studies referred to above reveal that 73.6 per cent of 6,500,000 tons of freight was war materials, and supplies for war plants, military depots and airports; the balance, with the exception of 3.7 per cent, represented civilian necessities such as foodstuffs, clothing, building materials and agricultural supplies.

With the object of obtaining impartial factual evidence of the essentiality of truck transportation to Canada's war effort, the Ontario Association directed a questionnaire to 120 representative concerns reported as having received contracts from the Department of Munitions and Supply. Two pertinent questions were asked:—

1. Do you consider highway truck transportation important to your business?
2. What are your reasons for the above answer?

Details of the replies received were recorded in a submission made by this Association to the Director of National Selective Service on October 8, 1942.

Mr. Chairman, I would like to file two copies of that submission for your record.

The CHAIRMAN: Is it the wish of the committee that the two copies should be filed?

Agreed.

(Submission filed.)

The WITNESS: Briefly, the replies indicate that no other form of transportation can furnish the necessary fast, flexible service rendered by trucks. Many traffic managers stated that if there were any drastic curtailment of truck transportation, schedules of munition plants and other war industries would be thrown into confusion, while chaos would result from the dislocation of the distribution of civilian supplies.

On January 16, 1943, Hon. Humphrey Mitchell, federal Minister of Labour, officially declared transportation of freight by motor vehicle as "an industry essential to the prosecution of the war". Many instances of the importance of truck transportation to the war program could be cited. However, it will suffice

merely to refer to the spectacular accomplishment in the construction of the Alaska highway. Trucks were employed almost exclusively in the hauling of construction materials and machinery as well as the necessities of life for those engaged in this mammoth task. Transport executives, drivers and mechanics were recruited from many of our companies to supervise and participate in the building of this vital artery. The Alaska highway is a shining example of how motor trucks can be utilized to open up new territories faster and more economically than any other type of transportation service.

In this connection it would be interesting for the committee to know that we have with us here Colonel R. G. Caley, who was with the United States North West Services as director in charge of maintenance on the Alaska highway and also officer in charge of transportation; he is now on the inactive list of the United States army and is, in civilian life, Vice-president of Martin Transports Limited.

The development from a peacetime agency to a full-fledged wartime agency was accomplished in the face of increasing difficulties. First came gasoline control. In quick succession followed controls of motor vehicle production and sales, tire production and sales, priority regulations that have made replacement parts much more difficult to obtain, and finally control of all motor truck services and the freezing of rates, in spite of steadily increasing costs of operation, by The Wartime Prices and Trade Board through the Administrator of Services.

The demands of war created no more serious problem for the motor transport industry than that of manpower. Trained transport drivers and mechanics were ready-made for army needs and many of them enlisted in the early days of the war. This developed a shortage of skilled employees which has become increasingly acute.

Wartime conditions have taxed all transportation facilities to the limit and at this time we would like to pay tribute to the railroads, steamships and airways, who, like motor freight carriers, have done a tremendous job. They have revealed a tenacity and determination in carrying on, as they have done, under conditions of unusual difficulty. The war has proven the importance of all forms of transportation and had any one branch of the industry failed to rise to the occasion, Canada's war effort would have been seriously impaired.

#### REPLY TO RAILWAY REPRESENTATIONS

We believe that our function here to-day should be to indicate what our industry is prepared to do to assist this Committee in its deliberations. We are heartily in favour of co-ordinating our plans with those of other industries, that have made or are still to make representations to you.

We note with regret, however, that the railways and railway labour unions have seen fit, in their briefs, to try to misinform your committee, and especially the public, by singling out our industry for special and unwarranted attack. Their remarks are couched in language made out of the whole cloth and call for a reply.

The statement from railway briefs that provincial governments permit the use of highways without ensuring that commercial vehicles are charged their fair share of the cost, both with respect to construction and maintenance, has been disproved on more than one occasion. Our industry has always paid whatever the provincial authorities have seen fit to charge, and as an illustration that we pay more than our fair proportion, we submit figures with respect to the province of Ontario. In this province, commercial vehicles representing 13.5 per cent of all provincial registrations paid 52.7 per cent of all licence fees and 40 per cent of the gasoline tax collected. As a matter of interest, an average tractor-trailer transport unit—such as illustrated here—on the Toronto-Windsor run paid, last year, in gasoline tax and licence fees to the provincial government the sum of \$1,345, plus \$375 in federal gasoline tax, a total of \$1,720.

I believe I have a photograph of the actual truck. This is the type of truck that is on that Windsor run, Mr. Chairman. May I just return, for a moment, to the job which trucks are doing in the war effort, and present to this committee certain photographs which I, unfortunately, omitted; here is a photograph of a truck carrying a life-saving boat in the Royal Canadian Navy at Liverpool, Nova Scotia; and here are two photographs of trucks carrying crash landing boats and fuselage for aeroplanes; and I also have some photographs of trucks which are doing excellent work in encouraging the purchase of war savings certificates and war saving stamps.

The significance of the heavy tax paid to the province is readily seen when one considers that the average car-driver paid about \$25 in road taxes last year, or 1/54th of the freight-vehicle impost.

A comparison of the heavy taxes paid by inter-urban highway carriers can best be appreciated when it is pointed out that an average efficient truck operator paid 12·17 per cent of his gross revenue in taxes, last year. Railway statistics for 1942 reveal that the average paid by all Canadian railways in that year was 5·04 per cent, or less than half of what an average truck-transport operator pays. The C.N.R. taxes were considerably lower, being 1·6 per cent of their gross revenue. At no time in its history has our industry been subsidized or loaned public funds to enable it to weather difficult times.

The railways have contended that the motor transport industry should be so regulated and controlled as not to be a competing factor, but rather that it should be a service both complementary and supplementary to railway service. Regulation of highway transportation should be influenced solely by the public interest. Regulation which is discriminatory in its nature is a vicious principle that should find no place on our statute books.

It has been suggested that, the costs of constructing and maintaining highways have been increased by reason of the operation of heavy duty vehicles. This is contrary to the views expressed by recognized authorities in both Canada and the United States. Mr. R. M. Smith, formerly Deputy Minister of Highways for the province of Ontario, one of the foremost highway engineers, stated publicly that the operation of trucks and busses has not made necessary the building of a higher standard of roads.

Reference has also been made with respect to the pay of employees of motor freight carriers. It should be sufficient to state that the rates of pay have at all times been comparable with other industries.

The Canadian National Railways contend that the competition developed by our form of transport has had an adverse effect on their financial position. We admit that there is some competition between trucks and railways. However, the trucking industry has entered into fields that were served inadequately or not served at all by the railways. Furthermore, it has been agreed that highway transportation has developed a demand for railway services, and it is our opinion that the loss in revenues suffered by the railways has been offset by this additional business. The deciding factor, however, is the public interest, which should be paramount at all times. Shippers and consignees should be free to choose that form of transportation best suited to their needs.

The railways have requested co-ordination, and suggest that this be brought about under their sponsorship. The motor transport industry is in favour of co-operating with the railways to co-ordinate rail and highway services but such a scheme should be based on equality of direction. Co-ordination, to be successful, must be free from domination by any of the parties participating.

The railways have advocated that the control of the motor transport industry should stem from the federal government. We are in favour of regulation, but we do not want a multiplicity of regulating bodies. We submit that conditions are so different in each province that control by the federal government would only lead to confusion.



Finally, to disprove the statement made by the railways that competition which developed in connection with the transportation of freight by motor vehicle is destructive, we quote the following conclusions arrived at by two outstanding authorities.

The Ontario Royal Commission on Transportation, presided over by Mr. Justice E. R. E. Chevrier, in its report published in 1939, had this to say:—

There can be no doubt of the profound and widespread influence that commercial motor transport has had on industrial and social conditions in Ontario. Motor trucks now serve many communities that formerly lacked direct service by rail or water. In many instances they have reduced the cost of freight transportation, have stimulated business, and by giving frequent and expeditious service to outlying areas have assisted in the decentralization of industry and the commendable building up of prosperous small communities distant from the large cities—Indeed, by reason of the basic influence of transportation on the cost of doing business, the whole fabric of commerce and industry in the province is vitally affected.

The later Hon. Jos. B. Eastman, Director of Defense Transportation for the United States Government and former Chairman of the Interstate Commerce Commission, in a public address said:—

—the railroads have not been carrying the transportation burden of this war alone. Other types of carriers, and particularly the trucks, so far as freight is concerned, have been carrying a very large share; and if the railroads ever lose the help of the trucks, or any considerable part of that help, they will be up against trouble for sure, and not only the railroads but our country and its war effort.

We have come across some photographs, Mr. Chairman, indicating the flexibility of the motor truck and these might illustrate, to some extent, the assistance which trucks might give the railroads; here is a truck carrying a railroad flat car; here is a truck shunting a railroad car around; here is a truck carrying street railway cars.

The WITNESS:

#### CONCLUSION

From all these statements it is evident that motor truck transportation has been a virile force in the social and economic development of Canada.

It should be a strong desire of the government and your Committee to see that this growth is fostered, and that no other form of transportation is given any legislative advantage in the post-war period or allowed to assert an unfair, depressing influence on our industry by the application of financial or corporate strength.

Development of motorized equipment and the opportunity to prove capacity for increased volume and types of service to the shipper, as a result of the war, endorse this industry's claim to full recognition as an essential factor in Canada's economic and social readjustment.

In accepting the responsibility of greater post-war recognition, our industry is willing and able to provide direct and indirect sources of new employment; to re-employ its members now in the services and to stand together with all other forms of transport in strengthening the post-war transportation facilities of the country, realizing that by so doing it will be making a worthwhile contribution to an improved Canadian economy as well as building soundly for its own future.

The CHAIRMAN: Thank you very much indeed, Mr. Pape. Is it the wish of the committee, now, that we should hear Mr. Taylor, who had a brief presentation to make? Agreed. We will now call on Mr. Taylor, who is the vice-president of the association, and secretary of the Alberta Motor Transport Association of Calgary. Mr. Taylor, will you come up to the front or do you prefer to speak right from where you are?

Mr. MACNICOL: He would be heard much better by the reporter if he should come up front.

Mr. TAYLOR: It is not my purpose to endeavour to supplement what has been presented to you in the brief; however, I thought it well to draw to your attention, more concretely, possibly, the actual conditions existing in one province relative to motor transport.

In the province of Alberta there are 14,764 commercial truck licences with a capital investment in trucks and warehouses and other equipment of approximately \$68,970,000, and at the present time the employment, directly, of 18,300 people. Of the 2,800 communities in the province of Alberta there are 1,976 communities which have no other means of receiving consumer goods or shipping their produce to market other than by motor transport; it is estimated that 90 per cent of all cream is delivered from the producers to the consumers by motor vehicles; 90 per cent of all coal which is distributed in Alberta is distributed by motor transport; 97 per cent of all petroleum products, at some stage of their distribution, are carried by motor trucks; the motor truck becomes a part of that distribution to the ultimate consumer. That is one of the very important functions which motor transportation performs, particularly in that province.

We have, besides the major oil companies, a number of independent oil companies such as the Canadian Oil, Maple Leaf Petroleum Products, Lion Oil, and so on; these serve a vast expanse of farming country which is not served by railways and in which they have located bulk distributing stations for the distribution of petroleum products to the farmers. In many years they have no means except by motor transport to get these petroleum products to the stations so that the farmer can receive them. Eighty-five per cent of the farm machinery which is delivered to farmers in that province is delivered by motor transport. Ninety per cent of all railway ties which are brought into the lumber yards, delivered to the consumers or to the railways are handled by motor transport. The hauling of live stock to market is by motor transport in many areas where no other form of transportation exists, sometimes extending to a distance of 150 miles. The distribution of petroleum products and the hauling of live stock and other farm produce to market is the basic reason for the essentiality of motor transport in the economy of the province (Alberta). We look forward at the conclusion of hostilities to improvements of our present highway system and extensions thereto. We hold that along with the fact that we presently employ some 18,300 people directly that the building of these extensions to highways, and the advancements in motor transport will create one of the greatest agencies to absorb those who are released from the armed forces when the war is over.

I do not think, Mr. Chairman and gentlemen, there is anything further I wish to submit. I just wanted to draw these facts to the attention of the committee and have them placed on record. The controls which we have had and their application we believe have been fairly administered. The operators in that province are working of course as in other provinces and in other industries, under very severe hardships, but nevertheless we feel confident that our industry will be able to continue the service that the province requires until the conclusion of hostilities in such a manner that when the whole war

picture is completed the motor transport industry in the province of Alberta will be able to feel pride in the contribution they have been able to make to the war effort.

The VICE-CHAIRMAN: Thank you very much indeed, Mr. Taylor. Now, having heard from sunny Alberta we will go to the garden of the gulf; may I call on Mr. Keith MacKinnon, who not only is in business for himself as the Keith MacKinnon Transport Company, but also, as our legal friends would put it, holds a watching brief for P.E.I.

Mr. KEITH MACKINNON, called.

The WITNESS: Mr. Chairman and gentlemen of the committee: I wish to refer to the brief presented by Mr. Pape, more particularly to page 5, the section relating to artificial trade barriers. We have a highway running the full length of P.E.I. which is a part of the Trans-Canada highway, but to connect with this highway in the other provinces we must use one of two ferries. These I will speak of separately. First there is the Canadian National Railways service running between Borden, P.E.I., and Cape Tormentine, New Brunswick, which carries automobile traffic at reasonable rates as well as railway trains. But with regard to motor transport trucks, the rates are unfairly high. Also structural changes are necessary to facilitate loading motor trucks on this ferry. At present they must be lower than railway flat cars whereas I believe provision could be made for them on the automobile deck, or on a section of the railway deck. Secondly, near the other end of the province a small automobile ferry was placed in operation in 1941 between Wood Islands, P.E.I. and Caribou, N.S.—a few miles from Pictou. The traffic received by this ferry has certainly justified its operation, but as the boat can only carry sixteen automobiles per trip, or two medium-sized trucks and a less number of small trucks and automobiles, this service is of a very restricted nature. However, this part of the route has opened a promising market for P.E.I. goods in Nova Scotia as well as bringing to P.E.I. coal from nearby Nova Scotia districts. This route brings the cities of Halifax and Charlottetown much closer together, so that rapid movement of Island farm goods, including beef, pork, dairy and poultry products can be exchanged at Halifax for manufactured goods.

To sum up my remarks we from P.E.I. feel that the dominion government should take steps to have the rates for motor trucks reduced and improved loading facilities provided on the C.N.R. ferry. Also, when a larger boat is available for P.E.I.-Nova Scotia service, adequate provision should be made for carrying a number of truck and semi-trailer units similar to those used in the rest of Canada.

Thank you, gentlemen.

The VICE-CHAIRMAN: Thank you very much, Mr. MacKinnon. We are now ready for questioning. May I ask the members of the committee to direct their questions to Mr. Pape who will indicate if the question is applicable to any particular territory, the member of the delegation who will give the reply necessary.

Mr. PURDY: I would like to ask Mr. Pape how many operating companies in business belong to or are represented on his association here?

The WITNESS: The number of companies represented by members of our various provincial associations total approximately 3,000.

*By Mr. MacNicol:*

Q. How are your rates regulated: by distance, by weight, or both; or how?—A. Our rates are not regulated all over Canada, but our rates are charged on the basis of weight and distance.



Q. And, before you sit down, if I want to ship a ton of freight from say Toronto to Whitby, is the rate on that ton the same whether I ship it by motor truck or railway transport?—A. It is not necessarily the same.

Q. Is it higher or lower?—A. That would depend on local conditions. It might be higher or lower.

Q. The rates are not regulated?—A. The rates are not regulated in some provinces Ontario, for instance.

*By Mr. Castleden:*

Q. I wonder if Mr. Pape would explain the point on page 5 where he refers to part 5, sections 35-39, the Transport Act 1938—would you explain what these agreed charges provisions are; whether they are operating or how they might operate. I gather from the brief there is the suggestion of a threat there; or, are they operating; are they being used at the present time?—A. Answering the last part of your question first I may say they are being used by the railways now.

Q. Will you explain what they are?—A. If you have no objection, possibly some other member of our delegation would be better able to explain that. Would you care to handle that Mr. Goodman?

MR. GOODMAN: The agreed charge provision permits the railways to go to a certain shipper and make a deal with him whereby they would carry all of his traffic, or a certain percentage of his traffic, at a certain specified rate. Such agreements are in effect at the present time, for instance, in western Canada. In Alberta they pretty well put out of business all the oil haulers on a certain class of traffic because the rates which they offered to the companies were so low in the areas which the trucks served that the companies could not compete. Secondly the railways would not give a rate to the shipper unless the shipper agreed to give all his traffic to the railways. The industry feels that the "agreed charges" privilege of the railways should be rescinded—and incidentally, the railways have not used these agreed charges very extensively during the war because of the fact that it means reduced rates—but we feel that after the war there is a possibility that they are going out after increased traffic. The industry feels that the railways might go to these shippers who use truck transportation and say to them: here, we are carrying your traffic from Toronto to British Columbia, and from Toronto to other points in the province, you are shipping by truck now; we are either going to raise your rates to Toronto or British Columbia or we want you to give us all of your business in the province of Ontario. And that threat I think is there. It has been used to a certain extent in Great Britain. And our industry feels that it could not effectively organize its rate structure with the railways having that axe over its head all the time.

Q. It is a purely indiscriminate operation of the rates, either raising or lowering them, probably considerably different from their regular tariffs, are they not?—A. That is quite true. Undoubtedly the various shippers' organizations, such as the Canadian Industrial Traffic League, The Canadian Manufacturers' Association, the various boards of trade and chambers of commerce opposed the regulation because they felt it defeats the efforts of the Board of Transport Commissioners and the Transport Act which provide for no discrimination; and these rates permit of certain discrimination in respect of certain shippers. They say of course that the shippers can all have the same rate if they give all of their traffic to the railways.

*By Mr. MacNicol:*

Q. So there is no reference whatever in it to shippers from Ontario and British Columbia?—A. Absolutely not.

Q. Why did you mention it?—A. Great Britain has it. It was first operating in Great Britain and it was introduced into this country as a result of the experience of certain British railways.

*By Mr. Bertrand:*

Q. May I ask whether the rates of your association are regularized in any way, what I have in mind is are they regulated in any way similar to that which applies to the railways through the Board of Transport Commissioners?—A. Are they regulated?

Q. Yes.—A. In certain provinces they are, by a provincial body.

Q. Which ones?—A. British Columbia, Manitoba and Saskatchewan; I believe those are the only three provinces.

*By Mr. Castleden:*

Q. Who is the government body which does that?—A. Yes. The rates are all regulated in the same manner; either publicized or prescribed by the regulating authority.

*By Mr. Bertrand:*

Q. Does not publicized mean regulated?—A. It means that the regulated rates must be made public.

Q. Would your associates prefer to be under a commission that would fix rates throughout Canada similar to the railways?—A. You mean by the federal government?

Q. By some authority, either provincial or federal?—A. No. Our purpose is to have rate regulations by provincial bodies, not necessarily to have them fixed but to have them regulated.

Q. Why not have them fixed by a body similar to the transport commission which fixes the rates for the railways?—A. I may be wrong but I am under the impression that they do not fix railway rates, the railways are required to file their rates for approval.

The VICE-CHAIRMAN: They must be approved by that board.

The WITNESS: Yes.

*By Mr. McDonald (Pontiac):*

Q. The railways are under federal jurisdiction and you are under provincial?—A. That is right.

Q. And that is the difference?—A. Yes.

Q. I see, and you do not care to come under federal jurisdiction?—A. We do not, sir.

Mr. MACNICOL: How could you handle interprovincial traffic unless you are under a federal control?

The WITNESS: Interprovincial traffic may have to come under federal jurisdiction, just the same way as does international traffic.

Mr. MACNICOL: But within the province you are not in favour of federal control of rates or traffic?

The WITNESS: That is true, sir.

*By Mr. Sanderson:*

Q. I take it that you do not get along very well with the railways; am I right?—A. They do not get along very well with us; that is true.

Q. In what way?—A. Well, there seems to be a feeling amongst railroad circles that the motor transport industry is an interloper in the field of land trans-

portation, that it is not properly regulated and therefore are a destructive force in so far as the railways are concerned. That seems to be the main contention of the railways.

Mr. CASTLEDEN: Are you speaking in any way for the bus operators?

The WITNESS: No, we are not making any representations on behalf of the bus companies.

*By Mr. Rickard:*

Q. I take it that you have different rates in different provinces?—A. Oh yes.

Q. What are those rates; how do they compare one with the other; and, what is the reason for the differences?—A. That would be a difficult question to answer, as to what are the rates. The answer as to why there is a difference between the rates in each of the provinces would be because of the difference in conditions and the difference in density of traffic and so on.

Q. I see; I was wondering what the variations were as between the provinces, whether they were higher or lower.—A. I do not think that I can answer that question, unless some one else here can.

Mr. MACNICOL: It would depend on taxes and everything else that would enter into it.

Mr. QUELCH: Is there not quite a variation in taxes?

The WITNESS: Yes, there is.

Mr. RICKARD: In the province of Ontario you have a nice break, haven't you?

The WITNESS: No.

Mr. RICKARD: But there they can charge different rates, one truck driver may charge twenty-five cents while others may charge thirty cents or forty cents or fifty cents?

The WITNESS: That is true, sir.

*By Mr. MacNicol:*

Q. If I wanted to ship a carload of boilers from Toronto to Bowmanville—as we were talking about trucks perhaps I should say a truck load—would the rate per ton or per hundred be the same from Toronto to Bowmanville no matter which of the transport companies handled the business?—A. The rate would not necessarily be the same.

Q. Why would it not be the same?—A. Well, that is a question of competition; for the same reason that you get a suit of clothes in one store for \$20 and possibly a similar suit of clothes in another store for \$18.

Q. And if I were shipping five tons of boilers from Toronto to Bowmanville by C.P.R. or C.N.R. the rate would be the same.—A. That is true.

Q. But you say it would not be the same by different trucking companies?—A. That is right. I would like to add, and I want to emphasize, that that is not a condition that we are in favour of; we are opposed to that condition.

Q. You are in favour of a regulation of the rates?—A. Yes.

Mr. RICKARD: The same as the railways?

The WITNESS: Not necessarily so, based on our own conditions.

Mr. RICKARD: I know, but you do come in competition with the railroads.

The WITNESS: I imagine so.

*By Mr. MacNicol:*

Q. When you take a truckload of boilers from a company in Toronto and haul it to Bowmanville, you deliver it right on the job at Bowmanville whereas



the railways before they can load them on their cars have to have them taken there by truck, and after they arrive at Bowmanville they get them loaded on to trucks to be delivered to the job, so you would have one advantage there of direct delivery and pick-up.—A. Yes.

Mr. RICKARD: That is a natural advantage with the trucks in certain cases.

The WITNESS: That is one of the advantages.

Mr. QUELCH: At the present time there is a certain amount of competition in the trucking business; if you stabilized the rate you would eliminate a lot of that competition?

The WITNESS: Competition would develop into a matter of service.

*By Mr. MacNicol:*

Q. I want to ask another question along the lines on which we were just speaking; suppose there were a number of people in the city of Toronto making the same line of goods and all of them were shipping to Hamilton, I infer from what you have said that if they engaged two or three or half a dozen different trucking companies to deliver the goods to Hamilton, they all might receive a different rate?—A. That is true, sir.

Q. And that would be a form of competition would it not?—A. That is right.

Q. And then, coming back to what you said a moment ago, you believe there should be a regulation of rates so you will all receive a fair rate?—A. And all the same rate.

Q. And there would be no cut rate?—A. That is right.

The VICE-CHAIRMAN: But in the province of Saskatchewan all the rates are regulated under the Highway Traffic Board and no trucker can charge either more or less than the rate specified; and it is an offence to charge either more or less isn't that correct, Mr. McElroy?

Mr. McELROY: Yes sir.

Mr. CASTLEDEN: The railways are allowed this power under the Railway Act to raise or cut their rate.

The VICE-CHAIRMAN: Would you agree to that, Mr. Goodman; that the railways can under these agreed charges give a discriminatory rate?

Mr. GOODMAN: They of course are really not discriminatory. They can go to one shipper and say to him, if you give us all your traffic we will give you a certain rate, it may be 10 per cent below the usual rate, or the rate charged to another shipper in the same line of business; and that business can get the same terms from the railway company if they agree to the conditions.

The VICE-CHAIRMAN: But is not the rate offered by the railway company to that shipper related to what he paid for his traffic of the previous year?

Mr. GOODMAN: Not necessarily.

The VICE-CHAIRMAN: That is the basis of it when it was described before the committee in 1938.

Mr. GOODMAN: Not necessarily; that might be, the railways would work out their agreed charges; they might say, you gave us \$90,000 of business last year and you give us all your business this year, it might amount to \$150,000, and we will give you a 10 per cent reduction. But the outcome as I recall it does not set out any basis upon which they can arrive at that rate. The rate is usually arrived at by mutual agreement.

The VICE-CHAIRMAN: As I understand it, if this company that you spoke of gave \$90,000 in freight and they shipped 1,000 tons; well, they divide the 1,000 tons by the \$90,000 and they arrive at the rate; in other words, they say, we will take all your business at that rate, \$9 a ton. That is the way it is arrived at as far as I understand it.

The WITNESS: That was the explanation. I do not think that is prescribed in the Act.

Mr. GOODMAN: No, it is not prescribed by the Act at all.

*By Mr. MacNicol:*

Q. In the operation of the agreed charges it applies only to very large shippers, does it not?—A. Not necessarily.

Q. In other words then, when it comes to shipping one ton you would be just as eligible to the same rate as a company shipping a thousand tons if they gave the railway company all of their business?

Mr. GOODMAN: Under the regulations, as I understand them, the railways say they are required to give the man with a thousand tons the same rate as the man with the hundred thousand tons if they give him all their business.

Q. Now, I am postulating that my hon. friend from Durham county is a manufacturer, and that I am one, and that he being a big manufacturer would have maybe 50,000 tons a year to ship, and I being a small manufacturer would only have a thousand tons a year to ship, can we both obtain the same rate from the railway company if we both agreed to give the railway company all our business?

Mr. GOODMAN: Yes.

Mr. RICKARD: If the railway were willing.

Mr. GOODMAN: If the railway were willing, yes.

Mr. MACNICOL: But they would not be according to your argument.

Mr. GOODMAN: There is some question as to whether they would be.

The VICE-CHAIRMAN: I think they are required to do it by law.

Mr. RICKARD: Well then why do they change the rate, I do not see that.

Mr. CASTLEDEN: Unless they are not allowed to arrange agreed charges. I was wondering whether any member of the delegation appearing before us to-day could give us any instance where they felt discrimination was used against the transportation companies under this particular section of the transportation act.

Mr. GOODMAN: I think possibly Mr. Taylor could give you some information on that as it applies to the oil shipping situation in his province, Alberta.

Mr. TAYLOR: Yes. I am sorry I have not my brief case here because in it I have an analysis of the rate structure in Alberta extending over a radius of 270 miles.

Mr. MACNICOL: Say from Calgary to Edmonton.

Mr. TAYLOR: Yes, that is about that distance. In 1939 the truck traffic was hauling a tremendous amount of gasoline from the refineries of the Imperial Oil Company, the British American Oil Company and McColl-Frontenac and certain companies from the Turner Valley. The railways came in there and quoted an agreed charge to McColl-Frontenac, Frontier, Imperial Oil, North Star and a lot of the other big companies that used to haul by truck. Under that agreed charge the condition very definitely and specifically stated that the companies which were enjoying that agreed charge could not ship any of their product by any means of highway transportation whatsoever.

Mr. MACNICOL: Well then how did they make deliveries to the large number of towns and villages?

Mr. TAYLOR: That is, they could not deliver for highway transportation to any of their bulk stations.

Mr. MACNICOL: To which the railways went?

Mr. TAYLOR: To which the railways went, that is true.

Mr. MACNICOL: But they could take it by truck out in the country to the great number of little places?

Mr. TAYLOR: That is right.

The discriminatory nature of the application of agreed charges was this; the railways say there is no discrimination; any oil company in Canada can apply for this rate and if in their opinion they are justified they will grant it. However, the independent oil companies such as Lion Oil, Arctic Oil, 99 and the like did not have the storage facilities along the railways so consequently they could not participate in that rate with the result that the major companies with the reduced rate which the railways gave to them were in a position to force their competitors, the independent oil companies, out of business; and the railways in that way were able to force their competition, by that I mean the truck transport, out of the gasoline hauling business in Alberta. However, they made one error; they did not recognize that science was continually advancing. There was an improvement in motor trucks with the result that the truck operators switched from what we call body tanks to semi-trailers and so on, and in that way we were able to meet that competition for distances greater than one hundred miles. The agreed charge rate was so low that truck competition could not meet it for distances of less than one hundred miles. However, the position the independent oil companies were forced into generally was to pay say a higher rate per gallon to get their product delivered for the shorter distances. That was the effect that it had.

Mr. MACNICOL: And I take it from what you say that the railways would deliver in 10,000 gallon tank car lots; how would that affect the three large oil companies about whom you have spoken in the Calgary district, say shipping from the Turner Valley to Red Deer where they would deliver the oil into the tanks at Red Deer?

Mr. TAYLOR: That is right.

Mr. MACNICOL: Would not the truck then be allowed to go up there and truck gasoline on out to the country?

Mr. TAYLOR: That is right.

Mr. MACNICOL: They would?

Mr. TAYLOR: Yes.

Mr. MACNICOL: The railways themselves would not deliver from the tanks out into the country?

Mr. TAYLOR: No, the railways are purely carriers; they haul oil from oil refineries and deliver it to distribution tanks and their function is through; it is the product of the oil company again and they distribute it again as they see fit, which is by truck, of course.

Mr. MACNICOL: Wouldn't the farmer who is, say, ten, twenty or thirty miles outside of Red Deer, or merchants in small villages within a twenty-five mile radius of Red Deer, not be able to buy their gasoline from the distributor at Red Deer at a lower rate than if it were taken by truck all the way from Turner Valley?

Mr. TAYLOR: No, sir, they would not, the reason being that the bulk station method of distribution is more costly than the direct truck transport method of distribution.

Mr. MACNICOL: Why?

Mr. TAYLOR: First of all the gasoline has got to be loaded into a tank car; it has got to be moved by rail too.

Mr. MACNICOL: Say, Red Deer.

Mr. TAYLOR: Yes, say Red Deer, and dumped into tanks and then taken from the tanks in Red Deer and put into barrels or into tank wagons, which are



small tanks put on trucks, and delivered to the farmer; there is a lot of handling there; I think, if my memory serves me correctly, that the royal commission in Calgary found out that the Imperial Oil Company submitted figures showing that it costs them 3.4 cents per gallon for handling charges, not including freight charges.

Mr. MACNICOL: 3.4 cents per gallon from what point to what point?

Mr. TAYLOR: From, say, Calgary to Red Deer; that is for handling charges, there is no difference; distance is not a factor in handling charges; freight is, of course. The independent oil companies, in their method of distribution, they load from the refinery into tank trucks, and that is taken directly, in many cases, to the consumer; and in other cases it is taken directly to the bulk stations.

Mr. RICKARD: Does the consumer get it cheaper that way?

Mr. TAYLOR: That is a matter of competition; some independent oil companies sell cheaper than the major oil companies; that explains it to some extent.

Mr. MACNICOL: Competition and lack of trade?

Mr. TAYLOR: Yes, that is right; the Imperial Oil Company set the tank wagon price which, under ordinary conditions, is not a mandatory price, and the loss of competition enters into it and the cost of operation, and so on.

Mr. RICKARD: Does your organization give any preference to the big shipper, say the shipper who has hundreds of thousands of tons?

Mr. PAPE: You probably mean the members of our association?

Mr. RICKARD: Yes, I mean your companies.

Mr. TAYLOR: Well, I would say as a matter of general practice, no.

Mr. RICKARD: Just stick to the one road.

Mr. PAPE: In certain of the provinces there are no rate regulations whatsoever; it is purely a matter of making a deal, and I do not suppose it would be beyond our imagination to assume that a man who had 100,000 tons of freight to move could receive a better rate than a man who had, say, only 100 pounds; but that would not apply where there is rate regulation. Some of the members from provinces where there is rate regulation could answer that better than I can; perhaps Mr. Buckman, who is from British Columbia, could answer that?

Mr. BUCKMAN: What is the question?

Mr. RICKARD: Do the companies in your association give a preference or special rate on large shipments, the same as do the railways? The railways may say to a man, "We want all your business and we will give you a certain rate."

Mr. BUCKMAN: There is always a difference between a truckload rate and a less than truckload rate.

Mr. RICKARD: I know that.

Mr. BUCKMAN: It is presumable, according to regulations existing in British Columbia, that a shipper would have a contract with a carrier.

Mr. RICKARD: At a rate fixed between the two of them?

Mr. MACNICOL: And that shipper or carrier, could he not give two or three different buyers different rates to the same place?

Mr. BUCKMAN: No, he is not permitted to do that; he is not supposed to indulge in discriminatory rates.

Mr. MACNICOL: Not from purchasers?

Mr. CASTLEDEN: Have you a government regulating board in British Columbia?

Mr. BUCKMAN: Yes, we have.

Mr. CASTLEDEN: Do they not set out the rates?

Mr. BUCKMAN: They do, they have the power to do so; but the Public Utilities Commission have adopted the policy that where conditions arise that seem to make it necessary, that carriers file their rates, which must be open to public inspection, and which the Public Utilities Commission observe with an eye to maintaining reasonably sound economic conditions within the industry as well as protecting the public interest.

Mr. CASTLEDEN: If you enter into a special agreement with some person doing business with you, it must be with the permission of the Public Utilities Commission?

Mr. PURDY: Are the rates in the provinces which have control higher or lower than in the provinces which have no control?

Mr. BUCKMAN: In the provinces which have no control higher or lower than in the provinces which have control? I do not feel that I am well enough informed to answer that because I am from British Columbia where we have control and I am not familiar with the rates in the other provinces.

Mr. PURDY: I was wondering if, without control, you would have cut-throat competition?

Mr. BUCKMAN: The only way I could answer that lies in transportation rates generally; rates are based on shipping conditions, and the product being shipped, the public requirements in different areas, the rates to be put in different provinces; rates could be different in different provinces even if both provinces had control; just as railways are different in different provinces.

Mr. MACNICOL: May I ask, Mr. Pape, if the figures given as to employment, by the representative from Alberta, in his province, if his figures are included in your figures on page 8 of your submission.

Mr. PAPE: Yes, they would be included in our submission.

Mr. MACNICOL: And the figures on page 8 of your submission, principally the figure 450,000, which is included in that, and in the neighbourhood of 450,000 persons, nearly three times as many as employed by all the railways in Canada.

Mr. PAPE: That covers the entire trucking picture in the Dominion of Canada; it includes our operation, motor freight operation.

Mr. MACNICOL: Does it include the men employed in truck factories and in the manufacturing of trucks?

Mr. PAPE: No; in the driving, maintenance, warehouses, repairs, and office.

Mr. MACNICOL: Have you any idea about the number of men engaged in the manufacture or assembling of trucks?

Mr. PAPE: I would not care to hazard an opinion on that.

Mr. CASTLEDEN: How many do you employ in maintenance of equipment, approximately, of the 450,000? What percentage would be so employed?

Mr. PAPE: We have a maintenance official with us here today; Colonel Caley, would you care to answer that?

Colonel CALEY: I am not an authority of what goes on in the Dominion of Canada for the last couple of years; but in the industry it works out in average times around 8 per cent; now, I would imagine that it would run in Canada and the United States at the present time to somewhere near 10 to 15 per cent, due to the fact that no new equipment can be purchased and also due to the fact that we use a lot of maintenance men to rehabilitate parts, to manufacture and rebuild parts which ordinarily would go to the junk pile, and that increases your maintenance force.

Mr. MACNICOL: On page 14 of your submission you state: "As a matter of interest, an average tractor-trailer transport unit," just what would that include, the power plant in front, and the big trailer behind?

Mr. PAPE: That is right.

Mr. MACNICOL: One trailer or more than one trailer?

Mr. PAPE: One trailer; here is a photograph.

The CHAIRMAN: Do you see that, Mr. MacNicol?

Mr. MACNICOL: Yes, I saw it. "An average tractor-trailer transport unit on the Toronto-Windsor run paid, last year, in gasoline tax and licence fees to the provincial government the sum of \$1,345, plus \$375 in federal gasoline tax, a total of \$1,720"; that is, every one of those units would average, in taxes to the Ontario government, and federal taxes to the dominion government, \$1,720 a year?

Mr. PAPE: That is correct, sir.

The CHAIRMAN: \$150 a month.

Mr. MACNICOL: Have you got a compilation of the total taxes paid, say, in Ontario, in the whole year, by all the transport companies, covering these items?

Mr. PAPE: Have we got that figure, Mr. Goodman?

Mr. GOODMAN: The figure we have is based on all trucks.

Mr. MACNICOL: Yes?

Mr. GOODMAN: Not only the transport trucks.

Mr. MACNICOL: Would it include farm trucks?

Mr. GOODMAN: Yes, that is right, sir; that would include all trucks; the provincial government received, last year, \$6,246,003 in licence fees, of which the trucks paid 52.7 per cent; those trucks also paid \$8,400,000 in provincial gas tax, 40 per cent of the total provincial revenue.

Mr. MACNICOL: How much?

Mr. GOODMAN: The provincial government received last year \$6,246,003 in licence fees, of which the trucks paid 52.7 per cent; those trucks also paid \$8,400,000 in provincial gas tax, 40 per cent of the total provincial revenue.

Mr. RICKARD: What is the gasoline tax in Ontario, the provincial tax?

Mr. MACNICOL: What percentage of that is gasoline tax?

The CHAIRMAN: Forty per cent on page 14 of the submission.

Mr. MACNICOL: 52.7 of all the licence fee tax in Ontario was paid by the trucking business and 40 per cent of all gasoline taxes in Ontario was paid by the trucking business; is that right?

The CHAIRMAN: It is in the brief on page 14, Mr. MacNicol.

Mr. MACNICOL: I have got the amounts now. Now, one other question: on page 17 I am not just clear, in your quotation from the report issued apparently by His Honour Mr. Justice Chevrier, are these words: "have assisted in the decentralization of industry and the commendable building up of prosperous small communities distant from the large cities." I think that is one of the brightest statements in the whole brief, the fact that the trucking business does assist something we have all advocated, the building up of small communities, and the fact that it enables new industries starting up in small communities outside of the big cities in getting their goods into the city by trucks, and now, not to mention names, are those big brewery trucks in London, which are so very beautiful and which occupy lot of road space, between London and Toronto, are they associated with your organization?

Mr. PAPE: No.

Mr. MACNICOL: Is the gasoline tax paid by them compiled in your statement?

Mr. GOODMAN: Yes, sir.



The CHAIRMAN: Are they trying to get a percentage?

Mr. MacNICOL: Have you no figures as to what your industry means to the automotive tire business, such as Goodyear and all the other big companies?

Mr. PAPE: You mean, how many tires we buy?

Mr. MacNICOL: Yes, the value of tires purchased per year; have you any figures on that?

Mr. GOODMAN: In 1941, in Ontario, the transport companies alone, who operated about 12,500 trucks purchased an estimated amount of \$5,200,000 worth of tires; they are purchasing a lot more tires now than they used to because they are getting less mileage out of the tires.

A MEMBER: Where are they getting them?

Mr. MATTHEWS: What is the amount of the gasoline tax in Ontario?

The CHAIRMAN: Eight cents a gallon.

Mr. CASTLEDEN: Has your association any wage agreement with its employees in regard to the hours of driving which the drivers are supposed to do in a day, and for overtime; how do your wages compare with the wages on the railways as regards to maintenance and driving?

Mr. PAPE: The association as such has no agreement; but in certain of the provinces there is a general organization of motor truck employees by labour unions; in British Columbia, for example, there is a general organization or unionization of employees; in Ontario, to some extent, there is some unionization; and I assume that in some of the other provinces there is either a general or a partial unionization of employees; in answering the second part of your question, as to the comparison of the rates of pay with the rates of pay paid for similar jobs in the railways, I can only answer that question generally and say that they do compare favourably with the same job done on the railways; of course I do not mean that the truck driver gets the same rates of pay as the railroad engineer, because the job is obviously different; but freight handlers, for example, receive a comparable rate of pay as compared to the freight handlers in the railways.

Mr. CASTLEDEN: Are there any regulations on record as to the number of hours a man may work in a day?

Mr. PAPE: Yes, there are; all of the provincial regulations have limits on the hours which the employee may drive.

Mr. CASTLEDEN: In which provinces have you got toll charges to pay?

The CHAIRMAN: You mean toll bridges?

Mr. CASTLEDEN: Yes.

Mr. MacNICOL: They are mostly in Quebec, are they not? In Quebec there are toll bridges, such as the Cartier bridge and the Victoria bridge.

Mr. MARCHAND: Toll was abandoned a year and a half ago on provincial-owned bridges.

Mr. MacNICOL: So you can now cross at Vaudreuil to the island without paying toll?

Mr. MARCHAND: There are only two bridges which are not owned by the province of Quebec, the Harbour bridge and the Canadian National bridge, the Victoria bridge; and these bridges still charge toll.

Mr. BUCKMAN: In British Columbia there is a toll bridge which levies toll on trucks going into the Caribou country.

Mr. MacNICOL: I have half a dozen questions to ask.

The CHAIRMAN: All right, go ahead, Mr. MacNicol.

Mr. MacNICOL: On page 3 in your brief, Mr. Pape, you refer to the enlistment of one of your drivers, a driver under your organization, and he was

promised by somebody on enlistment that he would have his job back; have you any idea who it was, the military authorities or the people he was working for?

Mr. PAPE: I would say that he was promised his job back by his employer.

The CHAIRMAN: That is part of the law.

Mr. MACNICOL: On page 4 you make a very good statement about the large demand that will occur if we are to have new trucks; have you any idea of the probable number that might be purchased? You say that in 1943 the sales were about 3,674 trucks?

Mr. PAPE: Yes. Well, we have no figures that we could give to this committee indicating the number of vehicles which would be sold as soon as they become available except that the inference is clear there that there are, there must be, a tremendous number of trucks that are on the road now that deserve replacement.

Mr. MACNICOL: In that regard, that is very good; but have you any idea of the probable length of time, after the war, in which it will take truck manufacturing companies to regulate their plants to make trucks; or have you heard any thing about that?

Mr. PAPE: I do not know; if any of the other gentlemen here would like to express an opinion? I have heard a manufacturer say that it would be at least a year before they could turn out new trucks.

Mr. MACNICOL: You mean before they would be in shape to turn them off the line fast?

Mr. MALE: I have a different opinion; from information which has been indicated to me, we should be ready to produce in about three months, because the manufacturers would use all the old dies and patterns and they would reproduce trucks exactly the same as were produced prior to the war and that they are producing to a limited extent in the war period.

Mr. MACNICOL: If there are not too many on unemployment insurance; some people have a very happy idea of the effect of unemployment insurance after the war; they seem to think that 400,000 or 500,000 men are going to remain idle and live on their unemployment insurance, but the \$200,000,000 surplus or rest now laid up in the unemployment insurance fund would not take care of that number of unemployed very long. Now, on page 5 you make reference to a desire to drive trucks through the parks; would you suggest running trucks through, say, Banff park, from Banff up to Jasper?

Mr. PAPE: That is our suggestion; possibly Mr. Taylor would care to make some comment on that?

Mr. MACNICOL: And through Waterton park, one of the finest in the world.

Mr. TAYLOR: Yes, it is our intention to operate trucks through the parks.

Mr. MACNICOL: They allow you to take truckloads of food, soft drinks and confections all through there now?

Mr. TAYLOR: Yes. The situation at Waterton park right now is that there is direct truck service into Waterton park.

Mr. MACNICOL: Through Waterton over to Banff?

Mr. TAYLOR: No, through Lethbridge over to Waterton; or Pincher Creek into Waterton. In the Banff national park through which the only highway connecting that section of the province and British Columbia exists, unfortunately the road is banned to through traffic.

Mr. MACNICOL: As you go through the park you find deer?

Mr. TAYLOR: Deer, you mean antelopes?

Mr. MACNICOL: And bear?

Mr. TAYLOR: All kinds of animals. However, trucks did use to go through the parks and they developed quite a business there and from Golden to Calgary. However, in 1939 our dominion government saw fit to issue a decree that trucks could not go through the park; the reason for that, I think, was primarily that they have a freight rate, and I stand subject to correction on these figures, but I am very approximately correct, of \$1.20 per hundred from Calgary to Golden, which is 163 miles; and a rate for the same distance from Calgary to Ponoka by both truck and rail was 50 cents per hundred.

Mr. MACNICOL: But that is a mountain route?

Mr. TAYLOR: Yes, there is a difference in the mountain rate; since the trucks are banned they are allowed into the park to go anywhere in the park they wish to go, but they are not allowed to go through the park; the purpose of that regulation was to eliminate that competition, that competitive traffic which the roads were giving to the rails; I have no hesitation in saying that.

Mr. MACNICOL: Could a truck not drive from Banff up to Jasper?

Mr. TAYLOR: Yes, you can; but you are not able to go from Banff to Golden, which is just outside the park; you can come in the park and go anywhere inside the park you want, but you cannot go through the park; that ban caught that. It is definitely our intention to make representation so that the people in those communities can receive the benefit of truck traffic.

Mr. MACNICOL: Thank you very much.

The CHAIRMAN: Before you leave that, Mr. Taylor, if you have a truckload from Calgary, how would you get to Vancouver?

Mr. TAYLOR: You would go through the Crows Nest Pass and cross the ferry at Nelson and so on; there is a provincial regulation dealing with the province of Alberta; they have an agreement between the two provinces that Alberta operators can make one trip with a load, for delivery in the province of Alberta, each six months free, and after that there is a toll; I am not familiar with what that charge is.

Mr. MACNICOL: I have just two more questions. You have shown us pictures of terminals; are your terminals common terminals? That is, could the Martin Company and the John Jones Company or the Bill Smith Company all use the one terminal, or are the terminals for each individual company alone?

Mr. PAPE: For each individual company.

Mr. MACNICOL: So the Martin Company have to drive a truckload of goods to the John Jones Company terminal for reshipment over their route; would they do that?

Mr. PAPE: Oh, yes.

Mr. MACNICOL: One further question: I was very much interested in what Mr. MacKinnon said with respect to "the island." They are very proud down there of their island and the significance of the words "the island" means simply Prince Edward Island. When you speak of "the island" as P.E.I. they know you are not a local citizen; but if you say "the island" they know you are home-brew. I am very interested in what Mr. MacKinnon said; the whole transportation facilities between the mainland and the island are nothing short of, I don't like to use the words, unworthy of Canada. I have been over there at different times by car and I never went over when I was not furious when I got over and I was furious again when I got back. My car would be in for a scratching the way you enter the ship and the way you have to get off the ship. They are building a new ship and I wonder if you could tell me if the new ship will receive freight at each end or is it still going to be the old type that will load at one end only and take 15 minutes to back around up to the dock?



Mr. MACKINNON: I understand that it will be about the same type of ship as the car ferry that was lost.

Mr. MACNICOL: I suggest that you get your provincial shippers together and make the biggest and strongest representations before it is too late; the ship is now building; so that the new ship will permit you to load truck and motors and railway cars, on and off at both ends, so you can drive ahead onto the boat, and if you are the first car on the ship you will be the first car off.

Mr. MACKINNON: I do not know whether you have crossed by the car ferry called the Charlottetown or not; the intention is to drive on that boat and to drive around the back.

Mr. MACNICOL: I went that way, but it was not satisfactory; I scratched my car.

Mr. MACKINNON: I would also like to say that it is the intention to carry freight the same way as before.

Mr. MACNICOL: If I load a railway car at Tormentine I load it onto the back end of the boat, do I not; and the train runs onto the back end of the boat, so when I get that car over to Borden, the boat then has to back around; your province should make the most vigorous representation, and I am sure that every member of this House of Commons would support any representation from your island, firstly, to provide huge permanent and adequate docks at Tormentine and also at Borden. Every time I go down there it looks to me as if those docks were built for a period of only five or ten years, and there seems to be no appearance of having done a job for quick despatch on and off boats.

Mr. MACKINNON: Mr. Chairman, I would like to state that this small ferry which was started a few years ago was put into service without any intention of promoting truck or passenger traffic to the island and the mainland and the rates were set for motor trucks to facilitate this traffic. The approximate rate for a truck carrying about a 4-ton load was set at approximately \$7 for a return fare. The rate of the C.N.R. ferry is approximately \$50 or \$70 for the same truck.

Mr. MACNICOL: The rates are very high.

Mr. MACKINNON: The rate is possibly ten times as high at Borden as it is at the other point, the only fault is that the other ferry is too small.

Mr. MACNICOL: Supposing I am a merchant or a producer living in Moncton and I load up a great big truck, a five-ton truck, with my produce and send the goods to Tormentine and load material for Summerside and go all around to a number of little places and then Charlottetown and then I come down to the ferry port—I have forgotten what the name of it is—that connects with Pictou, N.S., could I do that?

Mr. MACKINNON: Yes.

Mr. MACNICOL: On the small boat?

Mr. MACKINNON: But you might have to use the larger ferry.

Mr. MACNICOL: I am sure this committee, Mr. Chairman, will support the representations submitted by this delegation for a faster and more efficient ferry service between the mainland and the Island and back from the Island to the mainland again either via Borden or to Pictou.

The VICE-CHAIRMAN: Gentlemen, associated with this delegation is Mr. J. A. Whitmore, who is Secretary of the Canadian Warehousemen's Association. I believe Mr. Whitmore would like to make a short presentation endorsing the brief.

Mr. WHITMORE: Thank you, Mr. Chairman and gentlemen of the committee; I appreciate the opportunity and shall speak but briefly. The Canadian Warehousemen's Association represent the public warehousing industry throughout Canada and large owners and users of motor transport, and we heartily

endorse the brief which has just been presented to you. We are concerned with the storage, transportation and distribution of war materials, essential civilian goods, materials in short supply, perishables, foodstuffs and household effects. Our industry is to a great extent dependent upon and vitally concerned with the present operation and the future development of motor transportation.

Thank you.

The VICE-CHAIRMAN: Do any members wish to ask any further questions?

Mr. BERTRAND: If there are no further questions there is one thing which I would like to bring to the attention of this committee; I want to congratulate the president of this association, Mr. Morley G. Pape and his associates, for having given us the privilege of an edition in French of their brief. That is one thing which we French members of this committee certainly appreciate, and I think they are deserving of our congratulations and thanks for having done so.

Mr. MACNICOL: I can tell Mr. Pape, Mr. Chairman, that he (Mr. Bertrand) is one of the most capable of our French-speaking confreres, not only on this committee but in the House of Commons as well.

The VICE-CHAIRMAN: Very nicely put; agreed.

Mr. MATTHEWS: Mr. Vice-Chairman, I presume our discussion is at an end because the committee are fast fading away. First of all, I would like to express the sincere gladness we all feel on receiving the announcement you made at the beginning of the meeting. I refer to the improvement in health of our very popular chairman, Mr. Turgeon. I have sat on a good many committees and I know of no chairman who is held in higher regard by all members of the committee than he, our worthy chairman. Now in just a word I want to tell the members of this delegation, representing as they do every province of Canada, that we appreciate having them here and compliment them on the very able manner in which they presented their brief. It was certainly most capably done, and for my part I feel that I have received a great deal of valuable information from the several representations that have been placed before us. The discussion which the meeting evoked, led as usual by our good friend Mr. MacNicol, has brought up some very illuminating facts. I do not know what we would do in this committee without Mr. MacNicol. You have brought to the attention of this committee one of the most vital problems facing Canada in the post-war period; that is, the great problem of transportation. We have our two major transportation systems to-day, and I think myself if we continue to have them they will both hold a big place in the future of Canada. But the extent to which we either agree or disagree with what you have said is not for me to say; however, I feel sure that I may say this, that when the final report is being compiled your presentation will be received very, very favourably.

The VICE-CHAIRMAN: May I convey to you, Mr. Pape, and through you to the other members of your delegation, the sincere appreciation of this committee for the very able presentation you have made here to-day; and inasmuch as you gentlemen come from all over Canada, and inasmuch as you may have observed there were not very many of the members of our committee here, may I again point out to you that the House is in session. This committee has been in session now for some three years, and it is our practice to print approximately one thousand copies of all presentations made, and there will be a thousand copies of your presentation printed for circulation throughout Canada.

This committee has from time to time made reports to the House of Commons, and the presentation which you have made this afternoon will be considered before the House ends by the full committee and will be carefully gone over and a report drafted with regard to it.

I would just like to refer to two or three passages of the report which was filed by this committee on the 26th of January this year in the House of Commons.

In order that this work might be done properly and as quickly as possible, and so that a complete survey of housing requirements of our people—both rural and urban—should be ready by the ending of our concentrated efforts on war production, we recommend that the government take whatever steps might be necessary—preferably the establishment of a body under ministerial responsibility—to provide for the carrying out of works such as those contemplated in our report.

And now might I add there that as soon as that report was written a Department of Reconstruction and Rehabilitation was set up and a minister will be placed in charge.

Then I turn over the page and I find this:—

Your Committee feel that it is well within the power of governments and industry to maintain full employment for all Canadians during the period of transition from war to peace time activities.

Then it goes on to say:—

After the war, transportation will play an even more important part than previously in economic development. Therefore in dealing with conditions in the Maritime provinces, we strongly urge that the government give earnest consideration to certain proposed improvements in transportation facilities. These include:—

- (a) Improvements designed to make communications between Prince Edward Island and the mainland constant, reliable and adequate.
- (b) Improvements of transportation across the Straits of Canso by the construction of a causeway, or in such manner as may be judged most satisfactory, considering the amount of traffic and the conditions of ice, tides and current.
- (c) Re-grading, re-aligning and double tracking of the Canadian National Railway from Sydney to points in Nova Scotia and New Brunswick.

Your Committee has had a great deal of evidence and some discussion concerning transportation in Canada generally. There are some features of this problem upon which we are not yet ready to report, such as the disputes between the railways and the bus and trucking companies, and the question of freight rates, which is made vitally important by the distance both of many farming communities and of much of our secondary industry from domestic markets and from our seaboards. We are prepared, however, to make the following concrete recommendations:—

- 1. That as soon as possible after the war, a first-class permanent, all-season highway be constructed right across Canada.
- 2. That at various points and in every province this All-Canada Highway be connected by good roads with the United States highway system, and that for the purpose of promoting tourist traffic the All-Canada Highway and the United States Highway System be connected with all National and Provincial parks.
- 3. That the Alaska Highway be connected with the All-Canada highway by good roads across the Prairie provinces, and with the Pacific Coast by a good road across the mountains in north-central British Columbia.



4. That Northern Alberta and Northern British Columbia be connected by highway with the Fort Norman oil field and the mineral areas of the far north.
5. That when the war is over there should be a resumption of the federal-provincial arrangements which brought about construction of roads in mineral areas, and that the enabling legislation be extended so as to permit this cooperation to become effective in areas where the proper utilization of any of our natural resources would be advanced by road construction.

Now, I only refer to these passages to show you that we have given some of the problems which you have outlined to-day very serious consideration and have reported already to the House of Commons in favour of those projects to which I think you will agree would be of material interest to the industry which you represent.

I can say, along with Mr. Matthews, for the committee, that the representations made in your brief will be given careful consideration and we hope before the end of the session to include your representations in a final report to the House of Commons.

Once again may I thank you very much for your attendance here to-day.

Mr. MacNICOL: And the representatives of this delegation will receive copies of to-day's report?

The VICE-CHAIRMAN: Oh yes, we can either send the copies to Mr. Pape or Mr. Goodman, or you can order them direct from our good friend, Mr. Doyle, the Clerk of the Committee, and in that way receive a copy of to-day's proceedings.

The Committee adjourned at 5.45 p.m. sine die.







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SESSION 1944

HOUSE OF COMMONS

( SPECIAL COMMITTEE

ON

# RECONSTRUCTION AND RE-ESTABLISHMENT

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 13

TUESDAY, JULY 25, 1944

## WITNESSES:

Mr. H. H. Hannam, President, Canadian Federation of Agriculture;

Mr. C. G. Groff, Secretary, Canadian Federation of Agriculture.

OTTAWA  
EDMOND CLOUTIER  
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY

1944

JUN 20 1944



## MINUTES OF EVIDENCE

HOUSE OF COMMONS,

JULY 25, 1944.

The Special Committee on Reconstruction and Re-Establishment met this day at 4.30 o'clock p.m. The Chairman, Mr. J. G. Turgeon, presided.

The CHAIRMAN: Members of the committee, we have a quorum here now and if the committee will come to order we will proceed to business.

Before I introduce Mr. Hannam and Mr. Groff, who are here on behalf of the Canadian Federation of Agriculture, may I say a word to all of you, particularly your Vice-Chairman, of my deep appreciation for the very kind remarks which I note have been made concerning me from time to time during my absence, and for your thoughtfulness in sending me that beautiful bouquet of flowers which I do not mind telling you did a great deal to keep up my courage—if that is the right word to use—during the period that I was in hospital. I express the greatest possible appreciation to you and I am very glad to be with you to-day when we have before us so important a body as the Canadian Federation of Agriculture, representing the farming community of Canada. We hear a great deal said about the coming industrialization of Canada as a result of the war, but I do not need to say to the members of this committee that for a long period agriculture—and when I say agriculture I mean all its various phases such as wheat farming, live stock, mixed farming, fruits and so on—will remain the basic part of our economy because it strengthens family life and family life is the basis of our whole society.

We have here to-day Mr. Hannam, the President of the Canadian Federation of Agriculture, and accompanying him is Mr. C. G. Groff, the secretary of the federation. I will ask Mr. Hannam to proceed.

Mr. H. H. HANNAM, President, Canadian Federation of Agriculture, called.

The WITNESS: Mr. Chairman and members of the committee: we appreciate this opportunity of coming before your committee, particularly as we realize the very great difficulty you have in arranging a meeting at this time; and we are delighted also that Mr. Turgeon, your chairman, is well enough to again preside over the committee. We appear before you on behalf of the organized farmers of Canada which constitute about one-half of the farmers of the dominion. I will not take up your time by referring directly to our organization, the Canadian Federation of Agriculture, at this time; if you wish us to give any explanation of it later on, we will of course be very happy to do so. I will read the brief through first.

Security for the rank and file of the people, we believe will be the dominating motive in shaping the post-war world. In the field of agriculture this means security for the farm family.

And security for the farm family implies an assurance of adequate income to provide a standard of living comparable with other occupational groups who perform a service of similar value in our society.

The recommendations we make herewith are designed to achieve, or to move constructively towards, a more permanent form of stability and security for the people on the land than has ever been attempted in the past.



Before proceeding with these recommendations, we desire to set forth illustrations of instability and insecurity on the one hand, and of stability and relative security on the other hand. This is just a matter of illustrating the two conditions, the two terms and the two conditions.

A striking illustration of instability in agriculture is provided by the collapse of farm prices and farm income during the depression of the '30's, as indicated by the index figures for cash income from the sale of farm products in Canada. Taking 1926 as the base year, the index figures for the years 1926 to 1943 inclusive are as follows:—

	Income (Million \$)	Percentage of 1926
1926.....	957.6	100.0
1927.....	934.0	97.5
1928.....	1,063.8	111.0
1929.....	926.7	96.7
1930.....	632.1	66.0
1931.....	445.1	46.4
1932.....	383.5	40.0
1933.....	396.6	41.4
1934.....	485.3	50.6
1935.....	511.3	53.4
1936.....	578.3	60.0
1937.....	645.7	67.4
1938.....	664.3	69.3
1939.....	722.3	74.4
1940.....	765.8	80.0
1941.....	914.0	95.4
1942.....	1,114.9	116.4
1943.....	1,396.6	145.8

*By Mr. Castleden:*

Q. Would you permit a question at this time?—A. Yes.

Q. Would you give us the comparative figures on the number of people in Canada engaged in agriculture? This just gives the income of all the people; could you give us the number so we would have an idea of what the family income would be?—A. I am sorry, I haven't got the figures with me. There is no great change there though, I may say.

Mr. BERTRAND: It would be in the same relative percentage, I presume.

Mr. CASTLEDEN: The same percentage of income as it was in 1943, but if there had been a large increase or decrease in the number of people engaged in farming, although there might have been less income if it were spread over more people, the family income would be consistent.

The WITNESS: From the census of 1931 and the census of 1941, I do not think there was sufficient change in the farm population to make any substantial change in the average figure.

Mr. CASTLEDEN: Thank you, that will help us to understand your figures.

The WITNESS: I believe that is true.

Mr. CASTLEDEN: Yes, I believe it is.

The WITNESS: In Saskatchewan the index dropped from 110.4 in 1928, to 24.3 in 1931, a drop of 86 points in a three-year period. As an example of what happened in commodity prices, the average yearly price for bacon hogs, per hundredweight, live weight, at Toronto in 1930 was \$12.32. In 1932 the price

had dropped to \$4.66, a slump of \$7.66 per hundredweight or 62 per cent in the short period of two years. I might add there that those are Bureau of Statistics average figures for the year.

Mr. McDONALD (*Pontiac*): Are you referring now to Saskatchewan?

The WITNESS: No, it is for all of Canada.

Mr. RICKARD: Really they were lower than that, lower than this average on the Toronto market.

The WITNESS: This gives you the official figures for Saskatchewan.

Mr. RICKARD: Oh, Saskatchewan.

The WITNESS: In that one sentence. After giving the index figures for all of Canada then we refer to Saskatchewan in one sentence; and then we refer to the hog prices as an example of commodity prices.

Mr. RICKARD: That is at Toronto, you say?

The WITNESS: Yes.

Mr. CASTLEDEN: Then you show the commodity price for the whole of Canada.

The WITNESS: That is for the whole of Canada. A quite remarkable illustration of stability in agriculture is provided by prices received by producers for certain staple farm products during the past few years. (This is the other picture, the picture of stability.)

Negotiated export contracts for bacon, eggs, cheese and, more recently, beef, have provided a virtual floor in the domestic market for these commodities, thereby establishing a stability never before enjoyed by producers of these commodities. When these contracts are projected a year or two in advance, as has been done for bacon and beef, a further assurance of stability is created, that this assurance is carried forward into the future.

One example will be sufficient to illustrate this point. Here is what has happened in the hog industry in the last two years. During 1942 the monthly average price per cwt. dressed of B1 hogs at Toronto varied from a low of \$15.19 to a high of \$16.63 (spread \$1.44). During 1943 the monthly average price of B1 hogs at Toronto varied from a low of \$16.73 to a high of \$17.16, a spread of only 43 cents. During the first three months of 1944, the average monthly price of B1 hogs at Toronto did not vary at all, remaining at \$17.15 for the three months.

Moreover, the record of volume of marketings makes this story a more outstanding one, from the viewpoint of stability, than even these figures would indicate. For instance:

Average monthly inspected slaughterings. This is at inspected plants.

	1942 were.....	516,400 head
	1943 were.....	598,000 "
January,	1944 were.....	901,665 "
February,	1944 were.....	894,297 "
March,	1944 were.....	1,025,654 "

It should be noted that in the first three months of this year, when there was no fluctuation in price, marketings reached an unheard of volume. An unanticipated volume, no one in Canada anticipated that volume of marketings of hogs. This constitutes what we consider a very remarkable example of successful price support and price stabilization.

On motion of Mr. Castleden the Committee adjourned at 4.50 o'clock, p.m., to attend a division in the house.

The Committee resumed at 5.20 p.m.

The Vice-Chairman, Mr. D. A. McNiven, presided.

The VICE-CHAIRMAN: Well, gentlemen, we have a quorum. When the division bell sounded, Mr. Hannam had just commenced his presentation, so we will ask him to continue. I think you were in the middle of the third page, Mr. Hannam?

The WITNESS: I had really finished the introductory part of the brief and I was just starting in with the recommendations.

While export market conditions and the level of purchasing power amongst Canadian people varied greatly in the two periods referred to, our purpose in using these two illustrations was solely to put forward, irrespective of causes and circumstances involved, a picture of instability on the one hand and stability on the other.

Without making any attempt to present a complete farm program, we shall confine ourselves in this presentation to a comparatively few recommendations which we consider fundamental to post-war reconstruction in agriculture.

1. The very core of any reconstruction program for agriculture must be carefully planned measures, designed not merely to stabilize farm prices, but to support the general farm price level and maintain it in proper relationship with other price levels and other elements in our national economy.

We cannot emphasize the importance of this too strongly. The application of modern science to the work of the farm has brought with it, not an age of plenty as might have been the case, but a prolonged period of constantly increasing production in excess of effective demand, and, because of instability of prices and markets, consequent impoverishment of the farming class.

Never again must we let prices go where they will; we must not let them fluctuate widely in different seasons; we must not let them ruin the producers of one product because of a temporarily glutted market; we must not let a small export surplus on the world market set the price of the bulk of that product in the home market at an uneconomic level; we must not sell our export products so low in the world market that we will ruin our farmers at home and fellow farmers in other agricultural countries.

Farm income over long periods, with some exceptions mostly in war years, have persisted at too low a relative level with wages of industrial workers and the returns on capital. Because of this our economy has become lopsided, with the farmers' share of the national income too low and manifestly unfair. Sir Josiah Stamp is authority for the statement that "for over 100 years consumers have paid less than the cost of production for the food they ate". We must find ways and means of correcting this condition of unbalance in our economy in order to establish those engaged in agriculture on a par economically with other major groups in the nation. Until the principle is accepted that farmers are entitled to a fair exchange value for the products of the farm with the products and services of non-farm groups, there can be not secure future for agriculture.

(It is anticipated that the government's proposed floor price legislation will provide a substantial measure of price support and stabilization. Since it is likely that the legislation will be introduced preceding this presentation, we have refrained from going into further detail on the subject.)

We thought that this would be coming up at the same time as the other legislation.



The VICE-CHAIRMAN: It was introduced to-day.

The WITNESS: The resolution?

The VICE-CHAIRMAN: Yes, the resolution, and the first reading of the bill.

The WITNESS: 2. Hand in hand with more control of price, we believe should go more control of the product in the field of marketing. Our best plans for stabilizing farm prices and income will be of little or no avail unless they are accompanied by more orderly and efficient marketing. Where control of the product is essential to do an effective marketing job, or to the success of price floors or price stabilization, we believe that some form of regulated marketing must be adopted.

In our wartime program, the Canadian Wheat Board is a good example of one form of technique that might be found advisable to employ in the marketing of some products. The Apple Marketing Act in Nova Scotia, operating under the War Measures Act, and marketing boards in British Columbia and Ontario, operating under provincial marketing legislation, are examples of another and equally successful technique which could be used to advantage in the post-war years.

It is our belief that both of these methods should be made available so that the producers concerned may, in co-operation with the government, elect to use the method most suitable to the marketing of their particular commodity under the then existing conditions.

The outstanding advantage of the type of marketing legislation described in the latter example has been the fact that the administrative boards are elected democratically by the producers concerned. This best assures ready participation because whatever regulation is necessary is largely self-imposed.

From the standpoint of the government, the producers, and our democracy in general, best results under marketing by a government board will be obtained if provision is made for maximum participation by producers in the formulation of policy and administration of plans agreed upon.

3. Policies governing world markets and international trade, in our opinion, will be a more vital factor than ever before in providing security for agriculture in Canada.

We cannot overlook the fact that Canadian agriculture has been developed on an expert basis, with normally the products from one out of every three acres in our improved acreage going abroad. And, since trade is a two-way proposition, Canada must be prepared to buy goods from those countries which provide a continuous outlet for our exportable agricultural production. Agriculture will lose out badly unless trade and import policies are arranged accordingly.

At the United Nations Conference on Food and Agriculture, held in Hot Springs, Virginia, a year ago, delegations from 44 nations representing three-quarters of the people of the world, were unanimous in declaring that only by all working together in the production and distribution of the world food supply, can the goal of adequate food for the whole human family be attained. Certainly this envisions the orderly movement of food supplies to world markets under international agreement.

In line with this policy, we believe that our dominion should give a strong lead in the development of international commodity arrangements and in establishing machinery for carrying out other projects of an international co-operative nature.

4. International agreements for the sale of exportable production, together with accurate knowledge of domestic requirements, will place our producers in the favourable position of being able to produce for a known market.

That has not been true in the past.

Given a known market and assurance of remunerative prices, our Canadian farmers realize that in some way they must plan their production program to correspond to the requirements of the known market. This may imply some measure of direct or indirect production control, but it is our considered opinion that any stabilization program cannot be completely effective or permanently successful without some control which will direct production into desired channels.

The impression is too widely held that controls are purely restrictive in character. We disagree with this view because we believe that we can have controlled expansion which will be more beneficial to all concerned than the chaos which has resulted at times in the past from unorganized abundance. This does not necessarily mean a comprehensive control program which would regulate acreage production of every product and regiment every individual producer. Over-all marketing quotas might provide all the direction of production that would be necessary. We favour a minimum of control and a maximum of decentralized administration. There is the least danger of bureaucracy creeping in and the least danger of opposition to the program from producers, when regulations are formulated and carried out by democratically elected representatives from amongst themselves.

5. We commend your committee for their recommendation "that every possible assistance be given to the co-operative movement, both to consumers and producers."

Since the hope for a peaceful world order will depend upon achieving a greater measure of co-operation between nations and peoples, the co-operative idea must become the dominant note in the years ahead. If it does not, then we may look in vain for a better world order.

We look upon the co-operative movement as the very essence of democracy and believe that every encouragement should be given to co-operative development covering not only distribution but processing, manufacturing, credit facilities and community services.

In Canada we need a Federal Co-operative Act, and our dominion should do what was unanimously agreed upon by the United Nations Conference on Food and Agriculture last year, when it recommended that:—

Each Nation examine its laws, regulations, and institutions to determine if legal or institutional obstacles to co-operative development exist, in order to make desirable adjustments.

6. Above all else, in the post-war years, we must make it possible for young farmers to establish farms and homes for themselves without having to assume a life-long struggle under a spirit-crushing burden of debt. Besides making agriculture remunerative, better credit facilities are urgently needed. At the present time farm credit facilities are inadequate. One practical step which could be taken at once would be to amend the policy of the Federal Farm Loan Board.

This Board should be able to provide:—

(a) A larger percentage of the capital required for the purchase of farm property;—

Now, they only advance up to 50 per cent.

(b) An increase in the maximum amount which may be loaned for purchase of stock and equipment, calling only for interest payments during the first two years;

(c) A lower rate of interest on both types of loans.

At the present time \$1,000 is the maximum that the board will loan for stock and equipment, and that is a chattel mortgage.

However, we strongly recommend that the whole field of credit for farmers and co-operatives be surveyed for the purpose of developing credit services better suited to the nature and requirements of agriculture.

7. Since the soil is the basis of all food production, it is the greatest national asset we have. The security, not only of those who till the soil, but of all the people, depends upon how well it is cared for, and how wisely it is used. Therefore, a program of security for agriculture in the post-war years must, of necessity, include a long-range program for soil conservation.

Such a program will be given its proper place in our national economy when it is generally recognized that money spent to save the soil should not be regarded as a subsidy to the farmer but as a national investment for present and future generations.

As a concluding thought to this presentation, we can do no better than refer you to a statement made by Professor J. A. Scott-Watson, formerly of Oxford, and more recently agricultural attaché to the British Embassy at Washington and the British High Commissioner's office at Ottawa. This is a statement he made at Oxford University before he came over here. He said:

Our broad aim in an agricultural policy must surely be, first, to keep in fertile and productive condition all the land we decide shall be farmed; and, second, to insure a decent livelihood for the number of farm people who are required to farm it well. All other aims are incidental.

The VICE-CHAIRMAN: Thank you very much indeed, Mr. Hannam.

Now, gentlemen, are there any questions you wish to ask in relation to the brief that has been so ably presented? While you are thinking up your questions, may I ask Mr. Hannam what rate of interest does he suggest for farm loans? You say, "a lower rate of interest on both types of loans." The prevailing rate is now 5 per cent.

The WITNESS: The prevailing rate is now 5 per cent. We had discussed the advisability of putting in a rate of interest there. Our federation has given a great deal of consideration to it, but conditions vary so widely, and I do not know that it would be an easy matter for us to mention a low rate of interest, say 3 per cent. Some of our farm organizations have done so. The Ontario Development Board is financing farms at 4 per cent.

Mr. BERTRAND: But are they functioning?

The WITNESS: No, they are not taking on new loans.

Mr. BERTRAND: They are not financing; they are just making readjustments of loans.

Mr. McDONALD (Pontiac): They are not functioning as a loan board?

The WITNESS: They are not functioning at all in making new loans.

Mr. RICKARD: You would not recommend their procedure?

The WITNESS: I would say that their state of affairs is more due to the condition of agriculture than it is due to the operations of the Farm Loan Board. We cannot criticize the Farm Loan Board in Ontario because it has lost a lot of money. I do not think it is the administration of the board there, I think it is the condition of agriculture over the period it has operated.

Mr. McDONALD (Pontiac): I might disagree with you on that when I cite Quebec, where they have been operating during the last few years. I quoted the figures here, last year, I think; and speaking from memory, I think there were only 30 in arrears in the whole thing, and that loan board came into operation in 1939. I do not want you to take a wrong meaning out of that, because it is the condition that applied to Quebec; and, again I am speaking from memory—I have the figures in my room—I think Quebec's rate



of interest is around 3 per cent and  $2\frac{1}{2}$  per cent for a sinking fund. The farmer who gets a loan pays  $5\frac{1}{2}$  per cent, but  $2\frac{1}{2}$  per cent is for the sinking fund, and speaking only from memory I would say that the interest rate is higher than 3 per cent but the government contributes a portion of it; the farmer pays 3 per cent.

Mr. CASTLEDEN: Could you give us the figures as to the amount of the loans?

Mr. McDONALD (*Pontiac*): I have the whole thing in my office.

Mr. CASTLEDEN: How does it compare with Ontario?

Mr. McDONALD (*Pontiac*): Quebec's loan board has been in operation only since 1939 or 1940; it was introduced before the Duplessis administration. If my memory serves me correctly I think it was around \$20,000,000 to \$30,000,000.

Mr. CASTLEDEN: What is it in Ontario?

Mr. BERTRAND: They have been out of business since 1934.

The VICE-CHAIRMAN: Shall we just let Mr. Hannam continue?

The WITNESS: I think perhaps the statements I made there would apply; that is the period over which that loan board was operating was the depression years; and another point I would like to mention is that if you adopt a very conservative policy in giving loans, you make a much better showing for the loan board, but it is a much worse situation from the standpoint of the farmers who need the loans. To-day a young farmer cannot start operating under loans from the Federal Farm Loan Board. I do not think we need to go into the details of that.

Mr. McDONALD (*Pontiac*): I agree with you on that, and that is the reason why the local board was established in the province of Quebec.

The WITNESS: If agriculture is to be made relatively successful and to be put on a sound and healthy basis, and made as remunerative as other businesses, they can pay a higher rate of interest, and they won't kick about it; but if we are going on from here, now, into the future, with a cheap food policy, with agriculture having to provide cheap food for the people of this country and the people of other countries, and if prices are to be kept down in relation to other prices, so that the farmer cannot pay a high rate of interest out of his current income, then, agriculture cannot stand a high rate of interest and they will have to have a low rate of interest. For example, take a farmer who is being asked to pay 5 or 6 per cent interest, but his current income will not provide more than 2 per cent, payment of the higher rate will constitute an exploitation of the living of his family; he has got to take it out of his family's living, because there is no other place to get it. That is one cause of the driving down of the farmers' standard of living and the story behind the depletion both of the soil and of human resources in agriculture.

Mr. RICKARD: Do you not think that very many of the loans made by the Farm Loan Board of Ontario were out of line with what they should have been?

The WITNESS: If we had not had the depression of the 1930's do you think they would have made such a bad showing?

Mr. RICKARD: Do you think it is a good thing for the farmer himself?

The WITNESS: No, but I do think that if we are going to have a healthy agriculture, we have got to make it possible for the young farmer to get a start, and he cannot possibly do it to-day.

Mr. RICKARD: I agree with you.

The WITNESS: And even if there is some risk to the state, we ought to be willing to take that risk.

Mr. RICKARD: I was wondering if you were holding up the Ontario Farm Loan Board as an example?

Mr. MATTHEWS: You say that a young farmer cannot start without a large loan; I have personal knowledge of a number of young farmers who started in and paid the whole amount in cash. Those young men were able to pay the loan. Are we not discussing a little too much the idea of the necessity of loans, large loans, is it a good thing for the country?

The WITNESS: How long ago were the cases that you mentioned, Mr. Matthews?

Mr. MATTHEWS: Within the last two years.

The WITNESS: That is different. I think the members here will agree that the percentage of farmers' sons to-day who are taking on farms, and who in the last ten to fifteen years have been able to take on farms and start out to build up for their homes and equipment, is very very small.

Mr. QUELCH: On what basis do you think agricultural prices should be stabilized? What relation should they bear? If I remember rightly, the farmers in 1926 to 1929 were 30 per cent of the population, one-third of the population, and they received only one-sixth of the income; whereas you have to go back to 1915 to 1919 to get a period where the farmers represent one-third of the population and receive one-third of the income. On what basis do you think the stabilization should be set up?

The WITNESS: Well, I think it is difficult for us to give an absolutely definite answer to that point. The 1926 to 1929 period was one of the best periods we have had in this century in which to establish a basis and, of course, the conception of parity that has been developed and applied in the United States is that prices should give the same purchasing power now as they did in the base period. That is one way of doing it; but we in Canada have no definition for parity; we have nothing to establish an official definition for parity.

Mr. QUELCH: In the United States do they use the period 1909 to 1914? At that time the price of farm machinery was just about one-half of what it is to-day.

The WITNESS: In some respects that period was one of the most normal periods; but 1926 to 1929 would be a fairly satisfactory one; we are not dogmatic about it, and we are not dogmatic about how it should be done.

Mr. CASTLEDEN: Along that line you said in your first recommendation, "The very core of any reconstruction program for agriculture must be carefully planned measures, designed not merely to stabilize farm prices, but to support the general farm price level and maintain it in proper relationship with other price levels and other elements in our national economy." You can, I suppose, through the establishment of price control, guarantee to the farmer a certain return; but how can you control the cost of his production and the price of other commodities that he has to buy to maintain the business of agriculture; you have no control over farm machinery?

The WITNESS: We did not have it in peace time; but we have it to-day; we have control of prices to-day.

Mr. QUELCH: On the other hand, if you maintain a parity?

The WITNESS: I think we will have less difficulty on that score than before, because of the rapid development of the co-operative movement. I think our farmers are into the co-operative movement in such a large scale to-day that they will take care, pretty well, of the prices.

Mr. CASTLEDEN: They are not even into the field of farm machinery production.

The WITNESS: No, not in farm implements; but they are in on a lot of farm supplies. They are a big factor in the markets to-day and it will not be long before they go into the farm implement business on a larger scale with a very definite plan. They are planning to go into it after the war; the farmers co-operative movement in the United States and Canada are planning to go into it together.

The VICE-CHAIRMAN: With production both for Canada and the United States?

The WITNESS: Yes, and they have already bought two or three factories and they plan to go into production of the different implements in whichever country they can do so most economically.

Mr. CASTLEDEN: Our hope is in the direction of assistance given to the co-operative movement.

The WITNESS: I would say that is one of our best hopes.

Mr. BERTRAND: Is it really one of your best hopes? Isn't it a problem of surplus agriculture; that we are to be compelled to sell a surplus of our stock in other countries of the world?

The WITNESS: Yes, we have to sell our surplus.

Mr. BERTRAND: Isn't that our main problem? Our main problem specifically?

The WITNESS: What do you mean by specifically?

Mr. BERTRAND: Well, by specifically, take hogs—you have mentioned hogs and I will take hogs—we consume only one-quarter of the production. Three-quarters go to be sold on the markets of the world, and we really cannot set the prices so far as this production is concerned.

The WITNESS: That is an abnormal proportion that is being exported to-day.

Mr. BERTRAND: I just took hogs because you mentioned them on your first page.

Mr. QUELCH: Before the war, apart from wheat, we allowed less than 10 per cent of agricultural production to dominate the prices of the other 90 per cent.

Mr. BERTRAND: Take wheat in the west, if you want to, and there you are again.

Mr. ROSS (*Middlesex*): It is under section 4.

Mr. BERTRAND: Would you suggest that in order to keep this price equalization with the other commodities that the farmers have to buy that the country should have to subsidize an amount in between, which would satisfy the farmer for the income which you were mentioning, and your case of the young farmers' interest, and the like?

The WITNESS: We would prefer to have it done without subsidy.

Mr. BERTRAND: I am not talking about that; under what conditions, if the prices decide?

The WITNESS: In relation to the export price?

Mr. BERTRAND: Quite.

The WITNESS: I would say yes. I think it is our job, in Canada, to balance the economic returns of our people equitably.

Mr. RICKARD: The same as we are doing now.

Mr. BERTRAND: Did you ever think about what it means?

The WITNESS: I can say that it could be done.

Mr. BERTRAND: But did you ever give it serious consideration?

The WITNESS: We do not do it; we talk in this country about having a higher standard of living than they do in Europe, but we have been able to do it only at the expense of our farm population.



Mr. BERTRAND: Are we to tell our farmers to reduce their production, or are we to ask the country to subsidize the farmers in order to maintain it?

The WITNESS: What is that?

Mr. BERTRAND: Are we to ask our population to subsidize the agricultural classes of our country to continue to produce more and more at prices that will prevail in this country, or are we to ask the farmers to reduce production?

The WITNESS: We have said that we believe that we will need more control over production, directly or indirectly, but in any case to fit into the requirements of our market, both at home and abroad.

Mr. QUELCH: You stress world agreements?

The WITNESS: World agreements, yes, I think we have answered that in our brief.

Mr. BERTRAND: But do you think the farming population would be satisfied to do what you are suggesting in the second paragraph?

The WITNESS: I do.

Mr. BERTRAND: I doubt it; I doubt it very much.

Mr. McDONALD (*Pontiac*): That brings in another question. It strikes me that if you have an established market—for instance, I recall that on different occasions we have established sending our live cattle over to England, and after establishing certain services over a period of years, those services are carried on and then they are abandoned because of a better market somewhere else; finally, we again try to establish these services, and if we don't have them how are we going to have stabilized markets in Europe? We must have a continuity of supplies.

The WITNESS: We must have a continuity of supplies, I quite agree.

Mr. McDONALD (*Pontiac*): And if, for instance, the London market is lower than the United States market our farmers, naturally, want to take advantage of that; they send their supplies to the United States, and we do not take care of our supplies to the English market, we cannot expect to retain it?

The WITNESS: Right.

Mr. McDONALD (*Pontiac*): Have you any ideas on this question of marketing control with regard to that point, that of continuity of supply?

The WITNESS: Yes; I think that is in our whole presentation when we suggest, definitely, organized production calculated to fit in with organized marketing and by marketing our surpluses on the world markets, by international agreement; that was envisioned at the Hot Springs conference when it was agreed that agricultural countries should work together in the supplying of world markets, and the marketing countries should work together too.

Mr. BERTRAND: But there was no question of a higher standard of living discussed at all at the Hot Springs conference?

Mr. QUELCH: But that was the aim?

Mr. BERTRAND: The world-wide aim, yes; but not as individual countries.

The WITNESS: What does the member mean by that?

Mr. BERTRAND: What I really mean is that agriculture is, of course, in a very difficult situation; there are 400,000,000 people producing agricultural supplies in the world in competition with one another.

The WITNESS: Yes.

Mr. BERTRAND: And it is most difficult when you are going to sell those products on the market of the world and accept world competition unless the country where the goods are produced is willing to subsidize the difference in between the price which you will have to pay in the consuming countries and the producing countries; and in our country we are producing such a vast

Mr. McDONALD (*Pontiac*): Mrs. Nielsen has often suggested here that smaller operators should own machinery collectively and operate it, do you think it could be worked successfully? In my district we have only 100-acre farms and each individual farmer has his own machinery. There is a good deal in the suggestion, if it can be carried out.

The WITNESS: I think it can be done, but it is not being done in a large way at all. The Nova Scotia government has given definite encouragement to the purchasing of co-operative tractors. If a group purchases a tractor, the government will give them assistance by way of a grant. The last time I heard about that they had 22; they might have a lot more than that now. I know of a community in Ontario that last year pooled their man-power and machinery; they used all the man-power and the machinery that was privately owned to do the job for the six farms in the community; it was outstandingly successful.

Mr. CASTLEDEN: Where was that?

The WITNESS: It was near Peterborough, at Cavan.

Mr. RICKARD: I think that is all very fine, but to get down to the ordinary farm implements?

The WITNESS: Those farmers owned their own implements; they did not change their ownership of the implements.

Mr. RICKARD: But they cannot all be used in the different places at the same time; somebody has to be first and somebody has to be last?

The WITNESS: They planned the work in the community for the six farms in the same way as one man would plan it if he owned all the farms, or if he owned a farm of that size; that is the answer.

Mr. McDONALD (*Pontiac*): You have to go further back into the situation, or problem, and plan your seeding at different times, at different dates of maturity of the grains there would be trouble in each district. For instance, the farmers' grain would ripen at the same time and they would all want the binder at the same time and the result would be that each one of them would own his individual binder, although it may work only three days out of the whole season; but this community did their seeding on the pool business.

Mr. BERTRAND: But you cannot control the weather, sir; you cannot tell me that. You have got to sow in order to get a crop, to sow when it is a time to sow, between two rains, and where it is suitable to sow; you cannot co-operate that way.

Mr. RICKARD: I think this has been a very interesting discussion but it is half-past six o'clock.

Mr. MacNICOL: We must not let a small export surplus to the world market set the price of a product on the home market. Suppose they say \$2, we will argue that it be more for wheat used locally than if exported; that is two prices?

The WITNESS: That is really a two-price policy. There are different ways of doing it. It has been done by spreading the loss of exports over the rest of the product at home; that is one way that it has been done. I do not know that it should be done that way, but I do think that if we wish to do it the nations who came together at the Hot Springs conference could do it.

A word about the other discussion, we did not put it in the brief. We are not advocating that our farmers should be regimented into a co-operative plan for machinery or anything of that kind. I gave you my personal opinion, but I think there are possibilities in that direction; I pointed out a few examples that worked, and I think we should give a great deal of attention to it. I admit there are all kinds of obstacles from the standpoint of the individual farm owner, but I would think farmers themselves should be encouraged to try something like that; and if we find a group of farmers who have

found an answer to their community problems, then the government ought to encourage, with every means possible, those farmers, and to help others to take advantage of the plan.

Mr. RICKARD: The Federation of Agriculture should contact the farmers with that end in view.

Mr. CASTLEDEN: To suggest such a thing as regimentation into co-operation is to use the very antithesis of terms.

The VICE-CHAIRMAN: We have reached six o'clock and I think many of you have found this discussion most interesting. Would it be the pleasure of this committee to meet again to conclude this representation? Would it be possible for you to attend, Mr. Hannam, at a subsequent date? Mr. Hannam has an appointment for this evening.

The WITNESS: We should be glad to.

Mr. MACNICOL: I am sorry that the witness has had such a short time to present his brief, but it so happened to-day that the house was taken up with a very important matter with the result that we could not get out of the house at a time that would enable us to listen to the presentation. I am sorry.

Mr. CASTLEDEN: May I suggest that you call a meeting upon agreement with Mr. Hannam?

The VICE-CHAIRMAN: Would that meet with the approval of the committee? Agreed. Each member of the committee will be notified.

The Committee adjourned at 6.35 p.m. to meet again at the call of the chair.





## MINUTES OF PROCEEDINGS

FRIDAY, July 28, 1944.

The Special Committee on Reconstruction and Re-establishment met this day at 5.15 p.m. Mr. Turgeon, the Chairman, presided.

The following members were present: Messrs. Authier, Black (*Cumberland*), Castleden, Gillis, Gray, Hill, MacKenzie, (*Neepawa*), McNiven, Matthews, Nielsen (Mrs.), Purdy, Quelch, Rickard, Ross (*Middlesex East*), Sanderson, Turgeon.—16.

The Committee proceeded to discuss its Second Report, a draft of which had been prepared by the Chairman.

Mr. McNiven moved, That the Report be adopted and presented to the House.

Motion adopted.

The Committee adjourned at 5.45 p.m. to meet again at the call of the Chair.

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WEDNESDAY, August 2, 1944.

The Special Committee on Reconstruction and Re-establishment met this day at 3 o'clock, p.m. Mr. J. G. Turgeon, the Chairman, presided.

The following members were present: Messrs. Authier, Bertrand (*Prescott*), Castleden, Eudes, Fraser (*Northumberland*), Jean, MacNicol Macdonald (*Pontiac*), McNiven, Matthews, Nielsen (Mrs.), Purdy, Rickard, Ross (*Calgary East*), Ross (*Middlesex East*), Sanderson and Turgeon.—17.

The Chairman introduced Mr. R. J. Scott, Toronto, Director, Canadian Federation of Agriculture and President of the United Farmers Co-operative Limited of Ontario.

Mr. H. H. Hannam, President, Canadian Federation of Agriculture, was re-called. He presented a statement respecting the operation of the Quebec Farm Loan Board, was examined and retired.

Mr. R. J. Scott was called, examined and retired.

Mr. C. G. Groff, Secretary, Canadian Federation of Agriculture, was in attendance.

Mr. Ross (*Middlesex East*) requested a copy of the Report of the International Food Conference held at Hot Springs. Mr. Hannam, who was a delegate there, promised to procure one for him.

Mr. McNiven read excerpts from the Committee's report of January 26th, 1944, to show that the Committee had already made important recommendations respecting agriculture.

Mr. Bertrand (*Prescott*), expressed the appreciation of the Committee of the evidence heard and the manner in which it was presented, and the Chairman tendered same to the witnesses.

The Committee adjourned at 5.20 p.m. to meet again at the call of the Chair.

J. P. DOYLE,  
Clerk of the Committee.





## MINUTES OF EVIDENCE

HOUSE OF COMMONS,

AUGUST 2, 1944.

The Special Committee on Reconstruction and Re-Establishment met this day at 3 o'clock p.m. The Chairman, Mr. J. G. Turgeon, presided.

The CHAIRMAN: Ladies and gentlemen, we have a quorum. This is a renewal of the hearing we had last week when Mr. Hannam and Mr. Croff were here. In addition to these gentlemen I would like to introduce to you Mr. R. J. Scott, who is a director and executive member of the Canadian Federation of Agriculture and also president of the United Farmers' Cooperative Limited of Ontario.

Mr. Hannam has one short statement to make which he would like to put on the record and then there is nothing left so far as I know, I missed part of last week's meeting, but the completion of questions and answers which were started last week. Will you put that statement on the record, Mr. Hannam, please?

Mr. H. H. Hannam, President Canadian Federation of Agriculture, called.

The WITNESS: Mr. Chairman, ladies and gentlemen, this has reference to the Quebec farm loans:—

Figures furnished by Quebec Farm Loan Board. Number of loans considered 20,972 representing \$47,117,000. Number of loans granted and paid 20,445 representing \$45,700,000. Reimbursements to date \$7,500,000. Reimbursements by anticipation \$4,173,000. Arrears of thirty days to reimburse average around thirty representing \$1,000. When loan to be reimbursed within 39½ years interest is 2½ per cent plus 1½ for reimbursement, total 4 per cent. Under this plan 17,493 loans representing \$39,827,000, have been granted. When the loan to be reimbursed within twenty-five years interest is 3 per cent plus 2.71 per cent for reimbursement. Under this plan 3,479 loans representing \$7,290,000 have been granted. Loans based on 65 per cent of agricultural value of farm and the moral value of farmer is considered. In case of compromise or of establishments of farmers' sons loan may reach 75 per cent of agricultural value of farm and moral value of farmer is considered?

That is, the character of the farmer is considered there. I think perhaps Mr. McDonald (Pontiac) might wish to comment on this because he said he would have information for us when he was speaking the other day.

The CHAIRMAN: Did you give the name of the party who sent that information to you, or do you make that statement as your own?

The WITNESS: This statement was sent to me by wire yesterday by Mr. Henri C. Bois, Manager of the Cooperative Federee of Montreal. He is also an executive member of our Canadian Federation of Agriculture. He was prevented by pressure of work from being here to-day.

Mr. McDONALD (Pontiac): The statement presented by Mr. Hannam is probably a little more up-to-date than the one which I have which I believe it dated for the fiscal year ending the 31st of December, 1942. Mr. Hannam's statement would have more detail than the one which I have before me. I do not know whether the committee would be particularly interested in having the information I have here or not. Did you say the interest on principal would be 4.71?

The WITNESS: No; when the loan is to be reimbursed at the end of twenty-five years interest is 3 per cent plus 2.71 per cent for reimbursement.

Mr. McDONALD (*Pontiac*): That is right. Formerly it had been 1 per cent less. The government provide the money at 2 per cent and recently owing to the increase in interest rates which they had to pay on their bonds, an amount of 1 per cent, they raised the figure you have given. Your figures are right up-to-date.

The CHAIRMAN: Ladies and gentlemen, are there any more questions? When we adjourned last week it was at the request of one of the members of the committee who indicated that he would like to ask more questions and we asked these gentlemen to return. We are now ready for further questions and answers. I suggest that it is very hot and it might be of assistance if only one member would ask a question at a time, and in that way we would assist our official reporters to provide us with an adequate record. Have you any questions Mrs. Nielsen?

Mrs. NIELSEN: I am sorry, Mr. Chairman; I was not here for the last meeting and I have not had any time to look into this report.

The CHAIRMAN: The witnesses are here. I do not want to detain them any longer than necessary. If there are no further questions or statements from the members of the committee we can adjourn.

*By Mr. McNiven:*

Q. Mr. Chairman, in paragraph 4 of the submission there is this statement: but it is our considered opinion that any stabilization program cannot be completely effective or permanently successful without some control which will direct production into desired channels. I am wondering, Mr. Hannam, just what might be done to secure markets for that excess production, the surplus which is not required for consumption within Canada, and what you really meant by the expression, direct production into desired channels?—A. Even though we have all the market that is available both home and export, we may not be able to market all of a certain product. If we had the producers going ahead and producing what they liked we could easily have a surplus of some product. We should be able to anticipate that beforehand and give some direction to the production program, either by directing it or by controlled marketing, in order to try to head off the possibility of having a surplus pile up.

Q. How can that be accomplished, say in the production of cattle where it requires from eighteen months to pretty nearly four years before the produce is ready for marketing?—A. It is much more difficult to do. One of the things that our organization has consistently worked for in the last four or five years is export commitments or export contracts so far as it is possible, one, two, three, or even four years ahead if possible to give stability to the export market and also to stabilize prices. In our war program we have had the advantage of a two-year contract in some commodities and that has given a measure of stability to agriculture that we have not had before.

Q. Well, we have some term contracts now; I think we have them for marketing of hogs and bacon, beef, cheese and wheat—until the 31st of July, 1945. You advocate longer term contracts than those that are now in existence?—A. Oh, yes; in fact, our bacon contract runs to the end of 1945.

Q. That extension has been procured?—A. That is a two-year contract. Our beef contract is for two years, our cheese contract carries I think only until next spring.

Mr. BERTRAND: Year to year.

The WITNESS: Year by year, yes. And our egg contract I believe is year by year.

*By Mr. Matthews:*

Q. Would you anticipate there would be any difficulty arising out of the fact that the other fellow may not want long-term contracts?—A. You mean, the buyer?

Q. Yes.—A. There might be some difficulty but I believe we can do it if we try. If all the nations, both export and import, recognize the importance of stability and regularity of supply, and the fact that it will help them to arrange a reasonable measure of security for their own people; I think it is in the interests of all to do that; and I would say that is the reason why the international commodity arrangements were recommended at the Hot Springs' conference—the international commodity arrangement, that is an international agreement in regard to one product. If we had that, then we could take another product and another. That is what they had in mind.

*By Mr. McNiven:*

Q. Something of that nature was attempted in the wheat conference of 1932?—A. Yes, and there was another attempt since that which was not entirely successful. Still I think we should keep on trying—

Q. You would like to keep on trying?—A. I think another attempt will be still more successful. The wheat men in our Canadian Federation of Agriculture are on record unanimously in favour of an international wheat agreement.

Mr. Ross (*Calgary*): At a fixed price.

The WITNESS: If I remember correctly they did not say any fixed price; I do think that they would want it within a definite range of price.

*By Mr. Rickard:*

Q. Supposing that these other countries cannot afford to pay, what do you think the farmer should have here for his product; what is the answer?—A. Well, there may be two or three different answers. We have never experimented very much in that direction in Canada, but other countries have. In fact right now we have the machinery for doing it in Canada. There is a clause in the agricultural prices board Act which will enable us to do that.

Q. By subsidy?—A. By subsidy, yes; in any case it is now the law in Canada. One method of doing that—that is section 9 (c)—

Q. Yes, I know that.

Mr. CASTLEDEN: Would you mind giving us that clause, please?

The WITNESS: That is clause 9, subsection 1(c):—

to pay to the producers of an agricultural product directly or through such agent as the board may determine the difference between a price prescribed by the board with the approval of the governor in council for such product and the average price, as determined by the board, at which such product is sold in the market during a specified period if such average price is below such prescribed price.

In other words, we can allow the market for a product to find its own level, then the board will determine what is the average price over this period; then they have the authority to reimburse the producers at a price up to whatever is considered is a minimum or floor as a fair return to the farmer, for instance say on butter.

Mr. CASTLEDEN: That is where the hard part of it is going to be, to determine that.

The WITNESS: Well, the board has to establish a price that is considered fair to the producers. Now, there is a clause in the Act which states I think as fairly as need be desired just what is the objective of the board in that respect; and that is section 9(2) of the Act.



*By Mr. Rickard:*

Q. What I was getting at was this, Mr. Hannam; you have different classes of farmers, you have large farmers and you have small farmers, and on the one hand you have a man who will perhaps have a certain amount of difficulty in doing business and right next to him you will find a man who is doing the same sort of thing and making a profit at it. Which one of these men are you going to legislate for, the fellow who has a tough job to get along or the fellow who is more aggressive and more successful? As I see it, the question is, are you going to legislate for the poorer farmer, as it were—the man who is more or less up against it, or are you going to legislate for the fellow who is pretty well off?—A. I would not want to see us legislate for the inefficient farmer, but I venture to assert that the great bulk of our farmers are not inefficient.

MR. RICKARD: I would not go so far as to say the inefficient farmer.

THE WITNESS: Well, we will find a small minority of inefficient farmers.

MRS. NIELSEN: I think that maybe the agricultural industry has more misfits than any other that I know of.

THE WITNESS: I would not like to admit that.

MRS. NIELSEN: I think it is quite often true.

THE WITNESS: I do not see any reason why it is true. I feel that in agriculture while there is often a great deal of talk about inefficiency, I believe that agriculture on an average, the people in agriculture, are just about as efficient, neither more so nor less so, than the people in any other industry, and in my reasoning I like to proceed on that assumption.

*By Mr. Rickard:*

Q. I quite agree with you too. I can see where you might have one farmer alongside of another and one of them may say I can make good money out of the hog business at present prices and the other man will say, I am going out of hogs, there is no money in it at all for me. If you are going to do everything possible for the man who says there is no money in hogs to do business, then you are going to make it very profitable for the fellow who is making money out of it as it is.—A. Suppose we look at it this way, that at the top of the scale we have ten to fifteen per cent of our farmers who have sufficient experience, skill and probably a special market who are quite able to look after themselves and who are reasonably prosperous. We do not need to worry about them. At the other end of the scale we may have ten to fifteen per cent of our farmers who are up against it, who may not be doing what they should be doing, or who are just naturally inefficient and who probably would continue to be so; then, in between you have say 70 or 75 per cent who are the bulwark of this country and who are producing the food for this nation abundantly and for export as well. Now, those are the people that we are most concerned about. The ones on the lower end of the scale may be on sub-marginal land—and it is really our fault if they are, we have not planned the use of our land as well as we could have done—it is that 70 or 75 per cent who make up the great bulk of our agricultural population. Those are the people we are really concerned about. And after all, with all the statisticians and economists we have to work with we should be able to strike a fairly good average when we come to dealing with a matter of this kind by conscientiously setting out to do it and using the best of our knowledge and skill in that field. We certainly should be able to do a much better job than the old system of marketing did where you let prices go where they liked. That is my point.

*By Mr. Castleden:*

Q. Referring to this matter of prices, a statement was made disputing the claim of your brief—you support the idea of planning our agricultural production?—A. Right.

Q. Both for domestic and export purposes?—A. Yes.

Q. Your brief speaks about the apportioning of markets in Canada both externally and internally under a board; do you envisage such a board as is provided in the Act, or do you recommend that the producers should themselves elect representatives to the board who should have an active part and participate in the formulation of policy and also in the administration of prices under the powers granted in clause 9 of the Act?—A. There are a number of phases to that. We have asked for producer marketing legislation which gives the producers the right to undertake regulated marketing. We have that in nearly all of the provinces and we have asked consistently for it in the federal field. Under such legislation the producers themselves would elect a board and that board would administer the marketing plan.

Q. You mean for the whole of the Dominion of Canada?—A. For all producers concerned; yes, it might go that far. Take fruit, you have fruit produced in Nova Scotia, Ontario and British Columbia; a number of different provinces.

*By Mr. Ross (Calgary East):*

Q: Are you speaking only of the period from war to peace, or about normal conditions?—A. When we speak of post-war, we are thinking essentially of the transition from war to peace, but we are certainly thinking of machinery that will be used and that will be useful much longer than just for the transition period.

*By Mr. Castleden:*

Q. Would you like to see orderly and planned marketing put into production in the post-war period?—A. That will carry on, yes.

*By Mr. MacNicol:*

Q. Just how far would you go with production? Wouldn't a farmer be allowed to grow what he saw fit, or at least what he thought he could make the most out of?—A. Well, we covered that fairly well in our brief, Mr. Chairman.

*By Mr. McNiven:*

Q. In paragraph 4 you said:—

This does not necessarily mean a comprehensive control program which would regulate acreage production of every product and regiment every individual producer. Over-all marketing quotas might provide all the direction of production that would be necessary. We favour a minimum of control and a maximum of decentralized administration. There is the least danger of bureaucracy creeping in and the least danger of opposition to the program from producers, when regulations are formulated and carried out by democratically elected representatives from amongst themselves.

Is that the paragraph?—A. Yes, that is the paragraph, and I think that is a very good answer, Mr. McNiven. We want only a minimum of control. We do not want more than necessary. It may not be necessary to carry the regulations right back to the individual farmer, but I must point out that, during the depression years, the whole milk producers suffered perhaps less in those years than did most of the other producers in Ontario.

*By Mr. Bertrand:*

Q. Than all other milk producers?—A. Yes, and they probably suffered less than did most other producers of agricultural products in Ontario. Remember this, that they have been on an individual quota basis, voluntarily

imposed because they have said, "We will set up these quotas and we will obey them."

*By Mr. MacNicol:*

Q. Yes, that was done in York county. What about milk producers in the remote areas?—A. They have it in practically all the cities and towns in Ontario.

Q. But in remote counties they have no way to sell their milk?—A. When you go back from the towns it is a bigger job.

Mrs. NIELSEN: They usually sell their milk, not as milk but to the creameries, for making butter.

Mr. RICKARD: But the farmers have a big holdover and they do not like that angle of it, and they feel that they should sell what they produce.

The WITNESS: Do they, though?

Mr. RICKARD: No, they do not. But I mean if we are going to have regulation, and we want to do it for the benefit of the farmers, if we can.

The WITNESS: Yes. And another example, take the acreage bonus plan, in the west, to swing wheat acreage into coarse grains or summer fallow. That is a control of production. Take the marketing quotas.

Mr. McNIVEN: Yes, but that was done for a purpose, the wheat acreage bonus, it was a national purpose.

The WITNESS: But that is directing production. Marketing quotas for wheat, that is another indirect method of control of production because, if you say to a producer you may grow all the wheat you like but you may market only so much, at this established price, all right, you, by saying that, indirectly influence every wheat farmer in how he plans his production program.

Mr. BERTRAND: In the case of milk they were only taking a certain percentage of what was produced in our district from the farmer, and he had to sell his surplus milk and send it to the factory or to the creamery or to the condensers.

The WITNESS: Right. There was a surplus problem there, essentially one that was difficult. I am making the submission that without that planning of the market, without those marketing quotas, the whole milk producers in Ontario would have been much worse off than they were, with all the difficulties they were up against.

Mr. RICKARD: You spoke of those boards in the provinces. Can you tell us about the board in Ontario, how it is working out and what connection they have with the federal government?

The WITNESS: You mean the marketing boards?

Mr. RICKARD: Yes.

The CHAIRMAN: I was just going to suggest that we might hear a little about the co-operative movement. I know we are all interested in that.

The WITNESS: I would be glad to draw Mr. Scott into this discussion, if the members would care to have him.

*By Mr. Castleden:*

Q. There is just a question which, I think, you did not have an opportunity to answer fully. Your request was that producers elect the board, and should have a part in the formulation policy, and in the administration and handling of goods and boards, under this Agricultural Prices Support Act. The question is, are you suggesting that this Act gives you and your producers' elected board the necessary power, or whether you think that your powers have not been fully delineated?—A. This is not the type of legislation that I spoke of. This is a different type. We had asked for the two types, in our brief. One is the



type of marketing that is handled entirely by government boards. The other is producers marketing, under legislation. Now, if it is the latter, if it is legislation that the producers operate under, then the producers elect the whole board that does the administering, the whole board. In connection with government boards we have recommended this, in some cases, as we said in our brief, after the style of the Wheat Board, for example. In this case we say we would like to have a maximum participation of representatives of producers.

Q. Both in the formulation of policy and in administration?—A. Right.

Q. That is in clause 2—A. I think we should qualify that in this way. If it is an advisory board, by all means it should be largely composed of producers representatives. If an administrative board, producers should be represented on it, at least if they can function on a part time basis. If it comes to operate so that it sits as an administrative board, a full time, to administer one of these plans, we have asked that we nominate a man who is qualified to do the job, and the government would then appoint him as a full time officer and he would become a government employee. Otherwise it is difficult for a man to act as an official of organized agriculture and at the same time to act as a full time employee of the government. There is a difference there.

Q. This bill contemplates on the national and on the international scale, foreign markets and the rest of it, and you would still like to have the power to elect your representatives on that board?

The CHAIRMAN: You said "elect". I think that Mr. Hannam used a different expression.

Mr. McNIVEN: He used the word "nominate".

The WITNESS: This envisions a small board.

Mr. CASTLEDEN: Of three people.

The WITNESS: That board may delegate most of its powers of administration to commodity boards. Certainly the producers should be represented on all those commodity boards that are authorized to administer this plan.

*By Mr. Castleden:*

Q. Now you say they should be represented. What is your plan for representation? Would you be satisfied for somebody else to pick them, or do you want the power to elect them?—A. If part time representation will suffice for that board, then we want the power.

Q. To have the power?—A. Of electing them.

Q. Your representatives?—A. Of course. When it comes, actually, to the practical work, in many cases the government will officially appoint the one that we name. It usually results that way. The government, and it is no matter what government it is, usually wants to retain the power of officially appointing, even though they ask us to name someone for that position, and they appoint the one we select.

Mr. McNIVEN: They want you to give them two or three names that would be satisfactory to you, but they want to select whichever one they prefer?

The WITNESS: Sometimes, Mr. Chairman, they ask to do it that way. Other times they ask us to name, to nominate one person, and then they automatically appoint the one we nominate. The present government has done that on a number of occasions.

Mr. CASTLEDEN: But they want the power to place that man on the board. They do not want to delegate that power to you. They want to retain it.

*By Mr. MacNicol:*

Q. Before you go to the next portion, I have two questions that I want to ask, based on No. 3 on page 51 of the draft report. Recognizing that a very large proportion of the western provinces is probably the best place in the world for growing wheat and that a large proportion of those western provinces

will always grow wheat because of their vast area and their adaptability for growing wheat, how do you plan to keep out Russian wheat after the war, if Russia again starts the program as she did prior to the war, of desiring to sell wheat in Canada? Russia is a country where they can grow wheat at 28 cents a bushel. Now, in what way can you keep it out?—A. I think we are going to handle our world trade in such commodities as wheat on an international agreement basis.

Q. Of course.—A. I already mentioned.

*By Mr. Ross (Calgary East):*

Q. What do you mean by that?—A. I do think that the wheat exporting countries, including Russia, could get together and agree how they could supply the world markets in wheat. That is what is envisioned by the international wheat agreement and I have no reason to anticipate that Russia would not enter into an agreement with the other wheat exporting countries, the same as the rest.

*By Mr. MacNicol:*

Q. One other question. What method would you use to protect our cattle-men in Canada against the vast competition that we may be up against from Argentina, after the war?—A. This Agricultural Prices Support Act may provide the means of doing that. That is, this Act, if the alternative method is used, will let beef prices find their own level in the markets.

Q. But the market might go low enough to enable Argentina to ship in and sell at that market?—A. But Canada, as a nation, would reimburse the producers.

Mr. McNIVEN: Yes, but what if Argentina does the same?

Mr. BERTRAND: That would be for national consumption, not for the export trade.

The WITNESS: Mr. MacNicol says how are we going to meet competition of another country; I say, in this bill, we can let our prices find their level, which may be so low that Argentina cannot afford to sell in here.

*By Mr. MacNicol:*

Q. But their country is a warm country and their cattle are fed outside all the winter. They are not stall fed like ours. I want to know how our farmers are to compete with a country like Argentina if, after the war, the whole international trade breaks down and you have to get what you can.—A. We are not counting on that happening. I suppose Argentina was not there, but I had the privilege of sitting in at the Hot Springs conference with delegates from forty-four nations, and there was not a destructive note in that conference. The delegates from forty-four countries, representing three-quarters of the people of the world, were unanimous that the only sensible way for the countries to retain their sanity and their peace was for us to work together, by international agreement, and not to do as we did before.

Q. I agree with all that, but production is one thing and trade is another thing. Those who produce want to sell, and they are going to try to sell if they can. If they cannot sell they will have to stop production.—A. I heard the director general of New Zealand make a statement at the conference at Hot Springs. He said, "I would like to see an international organization set up following this conference, a permanent organization, that would undertake to direct world trade." He said, in effect, "I would like to see all of us come together to finance it so well that it could buy surpluses in all countries and market them wherever they were needed, and we would pay our share. And I would like to see this permanent organization work so efficiently that it would tell us, in New Zealand, what it wanted us to produce in the next ten years. If for example cheese should top the priority list, all right, and butter,

or anything else, all down the line. If an organization were set up to do that we would be happy about it."

Q. You would not be in favour with any such organization as that. Surely, if New Zealand, which is a very warm country and is not far from the equator, if in a country like that where the cattle are out all winter long, there is no wonder that, in consequence of magnificent grass, they can produce butter and cheese. You will understand when I say that I would imagine that they should be able to produce both butter and cheese at a much cheaper rate than our honest to goodness farmers here, who have to do it in winter time, during those months, on the farm.—A. They can do it. I think by international agreement we can sit down with New Zealand and say: Is it good business for us to have you sell butter, or lamb, or whatever you like, in Canada? If it is decided that it is not good economics to ship butter from New Zealand into Canada, then all right, I believe they will respect it. It is not the policies of the dominions or of the nations involved that break down this kind of thing. It is the fact that the individual traders in there will jump out and ship somewhere and do what they like. They do not care. They just want a market for themselves, and it may be contrary to the policy of both countries.

Q. I won't go that far.—A. It has happened, and it often happens.

Q. Surely. It has flooded our markets here. I quite admit it is an immense problem. It just goes to show that we cannot jump to conclusions about this or that, in matters of trade, and that they all have to be studied and figured out, right from the basis of the import and export to the producers. It all depends on the producers.

The CHAIRMAN: Are there any further questions?

Mrs. NIELSEN: I do not suppose everything will be done. That is the trouble, to see that the same conditions do not exist after the war as did previously, when millions of people had to do without things because they could not pay for them. We know there was competition from Argentina in this country, but we also know that there were millions who needed such goods but who could not pay for them. We know that there will be room for all the food we can grow at least during the time it will take us to find out what we shall need. I saw in a report of the League of Nations that whereas in Canada we have, roughly, four people to each cow, in China there are fifty thousand people to a cow. That just gives an illustration of what it means and what we hope can be fostered. I do not think that Mr. MacNicol's fears are anything to alarm us, at least for some time.

The WITNESS: The only official statement we have in regard to that point is that at the Hot Springs conference the nations there, by agreeing to the declaration, committed themselves to looking after the undernourished people in their own countries. They morally took on that obligation, they collectively took on the obligation of helping the undernourished people in the other countries, where the countries could not manage it for themselves.

Mrs. NIELSEN: The school milk program should take care of the question of surplus milk.

The WITNESS: School milk programs were recommended as methods whereby to raise the standards of nutrition and health. That was set up as an objective, a world objective.

Mr. RICKARD: Do you think the standard of living in those other countries must be raised?

The WITNESS: I do not think it is possible for us to go out now and level the standard of living in all countries, but I do think that the countries must move in that direction, of helping to raise the standard of living in the countries where it is the lowest. Certainly the objective and trend must be in that direction.



*By Mr. Ross (Middlesex):*

Q. What reception did that proposal receive at the Hot Springs conference, the international organization spoken about by the member from New Zealand?

—A. I would say most of the delegations there were not prepared to go as far as he would go.

Q. Can you just enlarge on it, on what he proposed?—A. His proposal was a very complete plan of organization for international trade, that is, a board of representatives of the nations that would be financed by all the nations collectively, and would be given wide powers to buy up surpluses in different countries and to hold them, and to sell them wherever they were needed.

Mrs. NIELSEN: Whose proposal was this?

Mr. ROSS (*Middlesex*): New Zealand's.

The WITNESS: Yes, it was the director general of New Zealand. In other words, he said that they would like to have a farm plan in production and marketing projected five or ten years into the future and that they would guarantee to live up to it and to do their share for the world plan.

*By Mr. Ross (Middlesex):*

Q. Have you a report of his remarks?—A. I believe I have.

Q. I would like to get a copy of it, if possible.—A. I have a pile of stencilled documents that high, but I will see if I can find it.

Q. It is very important.—A. Yes.

The CHAIRMAN: Are there any further questions?

*By Mr. McNevin:*

Q. This committee has been sitting for three years and from time to time it has made interim reports to the House of Commons. I would like to read paragraph 17 of the report filed on the 23rd of June, 1943:—

When war is over, some other definite aim must take its place as a motivating cause of national economic activity. Thoughts of those who return to us from the field of battle and of the dependents of those who die, and of what they fought and died for, will supply the aim. Your committee is certain that the means of doing so will be found in the conservation and proper utilization of our natural resources, and in the decision that markets will be sought for our production by governmental intervention where necessary from time to time. In this respect we welcome the conclusion arising from the United Nations Food Conference that never again will food be destroyed simply because people have not enough money to buy it.

Would you agree with the substance of that recommendation to the government?—A. Yes, sir.

Q. That recommendation was made on the 23rd of June, 1943, by this committee. It would be shortly after the Hot Springs conference.—A. I did not answer a question that was asked as to how the marketing boards operated in Ontario, and I mentioned that I would be glad to have you direct the question to Mr. Scott, if agreeable to the committee.

*By Mr. Rickard:*

Q. At the Hot Springs conference, I suppose the different nations said to one another what they thought they would need, say milk, butter or cheese, or something of that kind. I have been given to understand that some nations instead of wanting milk wanted wine, or something else like that. Is that true?—A. You mean that they wanted something they should not have?

Q. Not something that they should not have, but what we figure are not the necessities of life.

Mr. McNIVEN: They wanted a permit.

Mr. RICKARD: I heard that and I wondered if it was true or not. You were there?

The WITNESS: No, I do not think there is any truth in it.

Mr. McNIVEN: Wouldn't Spain or Italy, for example, be interested in the exportation of wine, and products of the grape?

The WITNESS: Yes, they would be more interested in wine, but I thought Mr. Rickard meant—

Mr. RICKARD: It is the first thing on their list. Each country would have a list?

The WITNESS: Something that they wanted to import?

Mr. RICKARD: Yes, import or export. What I mean is, it was not milk, a thing that we would think it would be, but it was wine.

The CHAIRMAN: Are you sure it was not Scotch?

Mr. RICKARD: Mr. Hannam was there.

The CHAIRMAN: Are there any further questions before we let Mr. Scott answer the question?

Mr. McNIVEN: Is Russia taking any part in the subsequent deliberations of the food conference?

The WITNESS: Oh, yes. I understand that when the temporary organization was set up in July of last year that each of the forty-four nations represented at Hot Springs had a representative on that organization. Of course, the permanent organization has not been set up yet.

Mr. McNIVEN: That is, the organization which is headed by Mr. L. B. Pearson?

The WITNESS: That is right, I do not think there is any doubt about that.

The CHAIRMAN: Gentlemn, I do not want to rush you, but time is passing. I know that a great many of the members want to leave and we cannot continue if there is not a quorum.

Mr. MACNICOL: I think it was very fine of these gentlemen to come back.

The CHAIRMAN: I appreciate it very much. Now, Mr. Scott; I think Mr. Hannam would like to have Mr. Scott answer these questions about administration under the board in Ontario. Would you care to say something about that, Mr. Scott?

Mr. SCOTT: Yes, I would, Mr. Chairman. There is some similarity between the proposed agricultural prices legislation and the Ontario Farm Products Control Act. This legislation is similar to the Ontario Act. There is an overall board in Ontario which is known as the Farm Products Control Board. That board consists of three persons and they are appointed by the government and have up until now been civil servants. They are acting only as an arbitration committee with the commodity board or the local board as it is called in Ontario in respect to a scheme under the Act, and the scheme is a plan of marketing related to any particular commodity such as cheese or fruits, cherries, plums, tomatoes, raspberries, sugar beets and what have you. I think there are some fifteen schemes. The local board there consists of elected representatives, elected by the producers themselves. They then meet with other interested parties in the processing and marketing of their particular product and negotiate prices.

Mr. RICKARD: How many are there on that board, on the board in which the producers are represented?

Mr. SCOTT: They vary, in a good many instances they are the executive of the farmers' organization which produces that commodity. Now, in that

respect there is a somewhat similar overall board, and then the commodity board dealing with the actual production and prices of a particular commodity. The board administers the method of establishing and identifying the local boards, setting up their organization and so on; and in the actual market operations the overall board only steps in when an agreement cannot be reached between the producers and the processors or distributors or the other agents in the picture.

Now, if you will permit me, Mr. Chairman, I would like to say this; in my opinion in the field of export marketing Canada needs a permanent plan of marketing our major farm products; and I am particularly interested in this, that the producers in my judgment will produce the highest quality of product over a consistent period of time only when he is absolutely certain that that high quality is not dissipated in any way down the line between the farm and the ultimate consumer. Perhaps I should explain what I mean by dissipation; I would submit that we cannot depend on private institutions permanently to maintain a maximum export outlet for our products in any given market; they will ship to other markets if only temporarily where the price becomes more attractive; and one of the basic principles in establishing and maintaining markets, particularly in the export market, is first of all continuity of supply on a given agreed upon quantity, and quality of course is very high on the list. Therefore, it seems to me that the farmers' representatives should be in very close acquaintance with all the effective markets. They should along with other members of the board know the fullest about the market and know the different tastes of the different areas within the market, all in all, and direct the marketing in an extremely efficient manner; and carry the information as to the market requirements back to the producers. I think that could be improved, that there is room for considerable improvement over what has been down up to now in this country.

That, Mr. Chairman, is I think all the information I have to give in respect to that question at the moment.

The CHAIRMAN: Thank you, Mr. Scott.

Mr. RICKARD: How is this provincial board connected with the marketing of commodities?

Mr. SCOTT: The provincial board is not connected with the marketing. The provincial board controls the scheme by granting licences to operate to the processors or to the distributors, as the case may be; and they confirm a contract when a contract is arranged in respect to say the price of tomatoes or sugar beets or asparagus or anything of that sort, and then if someone violates the contract the board cancels his licence and fines him for operating without a licence.

The CHAIRMAN: You mean he cancels the licence to produce?

Mr. SCOTT: No, the producers are not licenced; the operators, the processors are licenced, and the distributors. And then the Milk Control Act is another Act besides the Farm Products Control Act in Ontario. It too consists of a board of three members, which was changed this year—and this may be of interest to the committee—I should not say this year, but probably December, around the end of last year or the beginning of this year—a new milk board was set up under which Act the producers themselves were asked to name their own representatives to the Ontario Milk Control Board from the whole milk or fluid milk producers, from the concentrated milk producers—which are two types of milk controlled under the Act. The producers appointed their own men and their appointments were confirmed by order in council of the Ontario government. Similarly the distributors appointed their own men and they too were confirmed which is coming perhaps a little closer to what we have suggested than has been the common practice in respect to boards and producer representation up until quite recently.



Q. The reason I asked you that question was, when this board was set up in Ontario the impression it made in the minds of many farmers was that they were going to get better prices for their stuff; but the fact really is that they are just controlling the selling of them. They have nothing really to do with the planning of markets in Ontario. This is my point. I mean that is a federal field.—A. They did this year in the establishing of prices, and unless the producer or operator or canner or processor or anything you like to call him reached an agreement it was then submitted to the Ontario Farm Products Control Board for arbitration; and in a number of cases the arbitration was substantially above the prices which the operator or the canner would agree to prior to arbitration.

Mr. RICKARD: You have been speaking about canning. That would be one thing but take beef, pork or wheat, any of those things.

Mr. SCOTT: We have no scheme under the Ontario Act in respect to beef or pork or the larger farm crops.

Mr. RICKARD: That is what I wanted to know. There is just one other thing I wanted to take up before we conclude. I have heard Mr. Scott on different occasions speaking, and to-day he rather left the impression on me that he was not so much interested in parity prices as he was in controlled prices; is that your idea, Mr. Scott, now that we should have contracts for a certain period of time for all these farm products?

Mr. SCOTT: I think it is pretty obvious that the farmers of this country now desire to produce for a known market, a known period into the future at a known price wherever possible; and that means a contract price, determining the volume involved in the contract, determining the period into the future, and determining the price. That gives the farmer information that cannot be acquired by him in any other way, and assurance that cannot be acquired in any other way; and it is very much preferred by farmers in my judgment than a situation with respect to price which leaves the factors of the known market in respect to quantity and the known time in the future open to question.

Mr. Ross (*Middlesex*): It really resolves itself into a question of international co-operation when you bring it down to the final analysis. That is why I am so interested in seeing the reports of the proceedings at Hot Springs.

The CHAIRMAN: Mr. Hannam, I think, said he would look and see if he could get a copy of that report.

The WITNESS: Yes, I think I can find it for you.

The CHAIRMAN: I think we will be able to get a copy for the use of the committee.

Mr. Ross (*Middlesex*): I remember that is one of the first matters that I brought up, that of international co-operation.

The CHAIRMAN: I remember that we dealt with it in our report at some stage to a great extent. Mr. Hannam assures me that he will be able to secure a copy of the report for our use.

Mr. RICKARD: Could we have a copy for the use of each member of the committee?

The CHAIRMAN: We will see what we can do afterwards.

Mr. MACNICOL: You might put a portion of the report in as an appendix to our own report.

The CHAIRMAN: We will see what can be done. I believe Mr. McNiven said that he wanted to say something; he has left the room for the moment. Shall we wait for his return?

Mr. Ross (*Middlesex*): What is he going to do, sing?

The CHAIRMAN: I don't know. We will just wait a minute for him.

Mr. McNIVEN: Mr. Chairman, as it was apparent to all members of the committee, the brief presented by these representatives of agriculture has been a very acceptable brief, and as an indication that we have had many of these matters before the committee at previous hearings and have dealt with some of them I thought it would be wise to put some of our previous recommendations on the record now. I do so for the purpose of indicating to these gentlemen, should their report not receive from the committee the full consideration which it merits and should we not feel in subsequent reports with all the matters that are referred to in their brief, so they will understand that some of these matters have been dealt with on previous occasions. For example, they made reference to the extensive Prairie Farm Rehabilitation Act; in our report of January 26, 1944, at page iv we say this:—

We recommend that in co-operation with the provincial governments, the federal government undertake a survey or study of conditions, with the object of advising and helping in the taking of any steps that will bring about an improvement in the economic life of the people of those provinces. This improvement can be brought about in part through a proper development of the fishing industry; through assistance to the farming community, by the application of the provisions of the Prairie Farm Rehabilitation Act, by the installation of rural electrification, and the extension of cold storage facilities; through proper forest conservation and extended utilization of forest products; through the introduction of additional secondary industry, where the operation of such industry is economically sound, by reason of proper markets and of primary production within the maritime provinces or in neighbouring lands, such as Newfoundland.

We recommend that an agricultural, industrial, mineral and transportation survey be made of the northwestern portion of Canada, to prepare properly for that country's development, which has been pushed forward by Canadian-United States activities in the war against Japan; and that this survey be made jointly by the federal government, the provincial governments concerned, and the two great railway companies.

We recommend further that a similar survey be made of all the northern portions of Canada, for the reason that the making of a true national economy demands the utilization of the resources of all our Northland.

Your committee is particularly concerned with the position of agriculture in the post-war world. Many thousands of those in the armed forces and in war industry are from the farms; many wish to return to agricultural life. The Veterans' Land Act is a preparation of the way and a distinct encouragement. But very much must be done for agriculture itself if we are to make the land a proper place for war-weary veterans to spend the balance of their lives.

The question of markets—both domestic and international—demands immediate and constant study by the government and by secondary industry. Increased production through chemical research and in other ways is extremely important; but market research is essential. The relationship of agriculture to secondary industry must be changed and improved. Industry must build to a greater extent than before upon agricultural research; and must be prepared to advance potential production by providing extending markets. The possibility of establishing small industries in farming communities must receive proper study and consideration. All of this should be encouraged by positive governmental action.

At the moment, it is not possible to say much about international markets, but our domestic market is definitely in our own hands.

The government should take whatever steps may be necessary to make sure that farmers are no longer forced to sell their products at an unfair and unreasonable price. This will require a study of the cost of equipment and other things which farmers must buy, and of the various factors that enter into such cost. We welcome the Prime Minister's statement that a floor will be put under prices of farm products, but we must point out that the establishment of an adequate floor will require both study and positive action by the federal government.

Some of our provinces are planning the installation of rural electrification as a means of improving the social and economic life of our farming population.

We recommend every possible co-operation with the provincial governments in this work.

Your committee feel that agriculture should be provided with new credit facilities, either through extension of the credit union system or in some other suitable manner.

Your committee has had some excellent evidence covering the co-operative movement, particularly with reference to Saskatchewan and Nova Scotia, and to the fishing industry in Quebec.

We recommend that every possible assistance be given to the co-operative movement both to consumers and to producers and that this assistance include help in the marketing of production.

You will observe from these recommendations which have already been made, gentlemen, that the committee has given intense thought and study to the problems of agriculture.

Mr. BERTRAND: Mr. Chairman, it gives me great pleasure on behalf of the committee to extend to Mr. Hannam President of the Federation of Agriculture, to Mr. Groff, its secretary, and Mr. R. J. Scott of the Ontario Co-operative Organization our thanks for the brief they have presented. There can be no doubt about the fact that it has certainly been a valuable brief, and the way in which these gentlemen have answered the questions put to them by members of the committee has added a great deal of interest to it, and also have served to bring out with real effectiveness not only the importance but the very great ramifications of the agricultural industry. It was to be expected that the importance and range of the subject would bring out differences of opinion among us, but notwithstanding that fact, I suggest that we of this committee can say that if agriculture needs qualified advocates to defend it, the industry has certainly had a very good representation before this committee. We have been pleased indeed to have them here with us.

Mr. HANNAM: Thank you very much, sir.

The CHAIRMAN: Gentlemen, I cannot tell you how glad I am to extend to your three gentlemen who are here with us the expression of appreciation which has just been so ably voiced by Mr. Bertrand, the member for Prescott. I can assure you that he is speaking for the whole committee, both for those of us who are here and those who were here last week. Your evidence has been exceptionally important, and your method of answering questions is as near perfect as can be. I am positive that the evidence submitted by you will be of great assistance to the committee. In the name of the committee I thank you for appearing before us.

The committee adjourned to meet again at the call of the chair.





## REPORT TO THE HOUSE

July 29, 1944.

The Special Committee on Reconstruction and Re-establishment begs leave to present the following as a

### SECOND REPORT

1. On June 23rd, 1943, there was presented to the House of Commons a report of the Committee in which the following paragraph dealt with Housing:—

In many parts of Canada the rehousing of our people is an absolute post-war necessity. There are repulsive, unhealthy slum conditions in many of our cities, many of our towns and villages, and many of our rural farming areas. These slum conditions should be totally eliminated in the shortest possible time after the war. To make sure of this, authority should be taken by the Government to finance—or assist in the financing of—better homes for our people. In the opinion of your Committee the cost of home buildings, financed by or with the help of Government, and the payment for such buildings, should be related to the life thereof in terms of years, and should bear as low a rate of interest as possible.

2. Since then new housing legislation has been forecast to the House by the Government. Your Committee on Reconstruction and Re-establishment is therefore making some definite recommendations so that the members of the Government and the officials of the Department of Finance will know the views held by the Committee on the vital subject of rehousing and slums elimination.

3. The earlier report, already referred to, stated that there are repulsive, unhealthy slum conditions, and therefore rehousing necessities and obligations, in rural areas and in towns and villages, as well as in large cities.

4. Actual operations under the present legislation gave no help whatever to many towns and villages removed from centres of population or to rural areas; and in addition left certain parts of large cities without the excellent improvement made possible in other parts of the same cities through action under this legislation.

5. Your Committee therefore strongly recommends that the proposed Housing Act contain provisions that will give to the Government sufficient power of action to make certain that no town or village, organized or unorganized, in any part of Canada regardless of distance from main or branch offices of lending institutions will be deprived of help in the improvement of present homes, the building of new homes and the elimination of slum conditions.

6. Your Committee further recommends that the Government make certain of its authority to give sufficient help to housing and rehousing in farm and rural areas generally either through provisions in the proposed Housing Act or through provisions in the new Farm Improvement Loans Act.

7. The elimination of slums has become difficult and expensive largely by reason of the high value of lands upon which unsatisfactory apartment buildings, which bring about slum conditions, have been erected. Your Committee therefore recommends that arrangements be made with provincial and municipal governments providing that in any municipality where federal assistance is

given in the improvement or the construction of homes or of any municipal or public building no municipal permit will be issued for the erection of any building of such nature or construction, external or internal, as will tend to bring about slum conditions, or for an addition to any building in which slum conditions have been established.

8. Your Committee urges that all possible steps be taken to make certain that men and women discharged from the Armed Forces, the Merchant Navy and auxiliaries to the Armed Forces be given every opportunity to establish themselves adequately in decent home surroundings, and recommends that action in this regard be taken through the National Housing Act or through legislative proposals emanating from the New Department of Reconstruction and the new Department of Veterans' Affairs.

9. In evidence presented to your Committee—and in publications which have come to its attention—emphasis is placed on the necessity of Government financial assistance in the providing of homes for people in the "low-income" group. Your Committee strongly recommends any immediate action that may be needed to make certain that all Canadian people have an opportunity to secure proper homes through ownership or tenancy, but firmly believe that in the matter of housing the objective of Government and Parliament should be the complete eradication of any industrial condition which creates a "low-income" group of people who work and render service to the community but whose remuneration for such work is so small as to make it impossible for them to have decent, healthy home conditions without government assistance.

All of which is respectfully submitted.

J. G. TURGEON,  
*Chairman.*











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